



**REPORT**

**OF**

**THE COMMISSION**

**FOR**

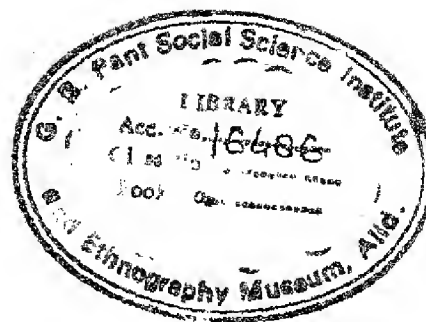
**SCHEDULED CASTES**

**AND**

**SCHEDULED TRIBES**

**(April 1982—March 1983)**

**FIFTH REPORT**



# ERRATA

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## CHAPTER I

### INTRODUCTION AND ORGANISATIONAL SET UP

In order to supplement the functioning of the Commissioner for Scheduled Castes and Scheduled Tribes (the Special Officer appointed under Article 338 of the Constitution and entrusted with the duty of investigating into matters relating to Constitutional safeguards for Scheduled Castes and Scheduled Tribes), the Government of India decided in 1978 to set up a high level Commission consisting of persons of eminence and status in public life. The Commission for Scheduled Castes and Scheduled Tribes was accordingly set up *vide* Ministry of Home

Affairs Resolution No. BC-13013/9/77-SCT(I) dated 21-7-78.

1.2 In accordance with the provisions of the Government Resolution referred to above, the Commission is to consist of a Chairman and not more than four other Members including the Special Officer appointed under Article 338 of the Constitution. The term of the office of the Chairman and Members will not ordinarily exceed three years. Since the setting up of the Commission, the following persons have held the offices of the Chairman/Members of the Commission :

	Date of assuming charge	Date of demitting office	Remarks
<b>Chairman</b>			
1. Shri Bhola Paswan Shastri, M.P.			
2. Shri K. Rajamallu, M.P.	15-8-78	14-8-81	
3. Smt. M. Chandrasekhar, M.P.	17-8-81	24-3-83*	*(expired)
	5-9-83	12-1-85@	@(appointed Minister of State, Social and Women's Welfare, Govt. of India).
<b>Members</b>			
1. Shri Shishir Kumar (Commissioner for SC & ST and ex-officio Member)	15-8-78	14-8-81	(First Term)
2. Shri A. Jayaraman, Ex-M.P.	17-8-81	23-11-81	(Second Term)
3. Shri T. S. Negi @ (MLA Himachal Pradesh Vidhan Sabha)	30-8-78	9-6-80*	*(expired)
4. Shri S. K. Mullick, ICS(Retd.)	1-8-78	11-8-81	@(appointed Speaker on 9-5-79)
5. Shri Hokishe Sema	7-8-78	11-8-81	
	24-8-81	15-4-83†	†(appointed Governor of Himachal Pradesh)
6. Shri R. C. Chiten Jamir	5-9-83	continuing	
7. Ven'ble Lama Lobzang	28-2-84	continuing	

1.3 The functions of the Commission as defined in the Government Resolution mentioned in para 1.1 above are as follows :

(i) To investigate all matters relating to safeguards provided for Scheduled Castes and Scheduled Tribes in the Constitution. This would, *inter alia*, include a review of the manner in which reservations stipulated in public services for Scheduled Castes and Scheduled Tribes, are, in practice, implemented.

(ii) To study the implementation of Protection of Civil Rights Act, 1955, with particular reference to the objective of removal of untouchability and invidious

discrimination arising therefrom within a period of five years.

(iii) To ascertain the socio-economic and other relevant circumstances accounting for the commission of offences against persons belonging to Scheduled Castes or Scheduled Tribes with a view to ensuring the removal of impediments in the laws in force and to recommend appropriate remedial measures including measures to ensure prompt investigation of the offences.

(iv) To enquire into individual complaints regarding denial of any safeguards provided to any person claiming to belong to Scheduled Castes or Scheduled Tribes.

1.4 The Commission are assisted in the discharge of their functions by a small Secretariat (at New Delhi) headed by a Secretary.

The following Officers have so far assisted the Commission as Secretary/Joint Secretary :

	Date of assumption of charge	Date of relinquishment of charge	
<i>Secretary</i>			
1. Shri R. P. Khanna, IAS . . . . .	5-11-78	30-11-81 (Retired)	
2. Shri K. M. Mirani, IAS . . . . .	16-1-82	31-12-82 (Retired)	
3. Shri S. R. Das, IAS . . . . .	8-2-83	20-7-83 (transferred to West Bengal Govt).	
4. Shri M. N. Chaudhuri, IAS . . . . .	24-9-83	continuing	
<i>Joint Secretary</i>			
1. Shri A. Padmanabhan, IAS . . . . .	18-1-79	30-4-79	
2. Shri J. M. Lyngdoh, IAS . . . . .	12-10-79	19-6-80	
3. Shri K. Banarji, IAS . . . . .	18-7-80	7-3-82 (appointed Chief Commissioner Chandigarh)	
4. Shri Lalkhama, IAS . . . . .	1-5-82	4-7-84 (appointed Chief Secretary, Mizoram)	
5. Shri Hardial Singh, IAS . . . . .	27-8-84	continuing	

1.5 The Commission are also assisted in discharge of their functions by 17 field offices located in various parts of the country as per the details given in Chapter VIII of this Report. These field offices function as eyes and ears of the Commission in the various parts of the country and provide to them from time to time such information as is required in the course of discharge of the Commission's functions.

1.6 Apart from getting a feed back from the field offices. The Commission undertake, from time to time, tours in States/U.Ts to study the working of the various schemes being implemented for the development and welfare of Scheduled Castes and Scheduled Tribes. The deficiencies in the working of these programmes as noted during the tour, are pointed out to the concerned Central/State authorities for appropriate remedial action. During the year under report, the Commission toured the States of Karnataka, Sikkim, Madhya Pradesh, Orissa, West Bengal, Bihar and Uttar Pradesh and the Union Territory of Pondicherry. The impression gained by the Commission during these tours have been reflected in Chapter II of this Report. These have also been utilised *inter-alia* for preparing a Special Report on the working of Special Component Plan/Tribal Sub-Plan, which was submitted to Prime Minister on 10 October, 1982. In this connection, Chapter III of this Report is relevant.

1.7 The Commission have already submitted to the Government, four annual reports for

the years 1978-79, 1979-80, 1980-81 and 1981-82 containing in all 997 (273+626+78+20) recommendations. The present report contains 49 recommendations covering various matters relating to development & welfare of Scheduled Castes and Scheduled Tribes. The Commission are seriously concerned at the delay in implementations of the recommendations made by them in their first four annual reports. This concern has been voiced in Chapter IX of the present report. It is hoped that the concerned Central Ministries/State Governments/Union Territory Administrations will go all out to ensure prompt implementation of the Commission's recommendations. The Ministry of Home Affairs are expected to keep the Commission informed of the position in this regard.

1.8 Though the Commission have endeavoured to do their best within the framework of the Government Resolution, they could have done much better if the Government had given them Constitutional status as also powers under the Commissions of Inquiry Act, 1952 as pleaded for by them in their successive annual reports. At present, it is not compulsory for the Central/State Governments to consult the Commission on important policy issues or to involve them in the planning process for socio-economic development of Scheduled Castes and Scheduled Tribes. These constraints continue to detract from the effective functioning of the Commission and it is necessary that the Government give serious thought to these matters without further delay.

## CHAPTER II

### TOURS OF THE COMMISSION

During 1982-83, the Commission visited the States of Karnataka, Sikkim, Madhya Pradesh, Orissa, West Bengal, Bihar, Uttar Pradesh and the Union Territory of Pondicherry. Owing to the paucity of time, it was not possible for the Commission to study every programme everywhere. However, the Commission judiciously studied those programmes/schemes which had relatively greater impact on the development of Scheduled Castes and Scheduled Tribes in the context of the State/Union Territory concerned. Apart from studying the various mechanisms of the implementation of the Special Component Plan and Tribal Sub-Plan, the Commission broadly covered the social, infrastructural and economic programmes of the States. It was observed that each of the states visited has its own problems and priorities, achievements and failures in its effort to improve the overall conditions of these two communities.

2.2 The impressions gained by the Commission during the tours were incorporated in tour notes with suitable suggestions for improving matters. These tour notes were forwarded to the concerned States/U.T. administrations for appropriate action. The salient features of the tour notes in question are briefly discussed in the succeeding paragraphs.

#### Special Component Plan

2.3 The Commission reviewed the working of the Special Component Plan for Scheduled Castes (SCP) in all the States/Union Territory visited by it. In Bihar, the District Magistrates were not aware of such a plan. The officer-in-Charge of the District Rural Development Agency however, stated that he had instructions to select Scheduled Caste persons upto the limit of 46% while finalising the list of beneficiaries. The District Collectors suggested that allocation of funds and guidelines of schemes to various development departments should be routed through them to have a better picture of the whole situation.

2.4 In Madhya Pradesh, Orissa and West Bengal, the District officers had a very vague knowledge of the Special Component Plan. In Sikkim, the Commission observed that the SCP was practically a non-starter until the beginning of the year 1982-83. The Secretary, Welfare Department, Bihar, stated that at the State level, progress on the implementation of the Special Component Plan was not reviewed exclusively and it was discussed only at the time of monitoring the 20 Point Programme.

He said that the reporting system in the State left much to be desired.

2.5 A separate budgetary sub-head for the Special Component Plan is a pre-requisite for an effective check and control on the progress of this plan. In Madhya Pradesh, Orissa and West Bengal, some action in this direction has been initiated by apportioning the funds to the Special Component Plan. However, the Commission hold the view that mere allocation of funds on the basis of Scheduled Castes population is not enough and that the programme content should be different for various groups of Scheduled Castes based on their occupation/economic status. The participation of administration at district level in Planning and executing the Special Component Plan needs to be stepped up. It was too much to expect the Welfare Departments at the Secretariat alone to deliver the goods. The Commission noted with satisfaction that a beginning in the right direction has been made in Karnataka and Pondicherry.

#### Tribal Sub-Plan

2.6 The Commission, based on its experience acquired during its field visits is of the opinion that the Scheduled Tribes, in general, suffer on account of factors like ignorance, low level of literacy, relative isolation and exploitation. The root of most of their problems lies in new enactments in the forest policy, indiscriminate felling of trees, land alienation etc. It was noticed that in the case of Sikkim, the Sub-Plan covers only 12,000 out of the 52,000 tribal population of the State. It was felt that the concept of the Tribal Sub-Plan has not been translated fully into action as a majority of the tribal population is living in areas falling outside the area covered by the Sub-Plan.

2.7 In Madhya Pradesh at the State level, the policy makers incharge of Tribal Welfare seemed to have a clear perception of their ultimate goal. The administrative machinery created to achieve this objective is also well geared. However, the Commissioner for Tribal Development, who is the nodal authority, has very little say either in respect of the quantum of funds allotted to the individual projects or in sanctioning the schemes. Similarly, the Project Officer, who is meant to be the coordinating authority at the project level has been reduced to a mere spectator, having neither opportunity nor power to play a significant role. The State Government in its efforts to redress the inadequacy has created Regional Tribal Development Agencies

for each division and has appointed an Additional Divisional Commissioner. In West Bengal, there is a single Project Officer at the district level looking after, all the projects in the district. The Commission felt that the system, as it is, may not be ineffective. However, the fact that a number of posts of Project Officers were lying vacant was a matter of concern. It was also noticed that the Officers at various levels in the administration were not thoroughly acquainted with the strategy of the Tribal Sub-Plan. In the States of Orissa, the Commission observed that there is scope for integrating the various departmental programmes as well as the agencies implementing them. In this State the ITDAs also have no control over the allocation of funds and they are not very effective in their functioning as a coordinating agency. The Commission observed in the State of Bihar that the Regional Development Commissioner for Tribal Sub-Plan with headquarters at Ranchi has been more effective. However, the ITDA officers have very little authority in financial matters concerning tribal affairs. The Commission was informed that in Bihar, a decision has been taken that the Annual Confidential Reports of the Block Development Officers, henceforth would, be written by the ITDA officers and that the Deputy Development Commissioners in the various districts of the State would also be associated with the execution of the Tribal Sub-Plan.

2.8 The Commission observed that in most of the States, there was inadequate review or monitoring of the work done by the Officials at various levels. The Commission felt that Physical monitoring from time to time to check the actual performance is absolutely essential, and for that, the administrative machinery has to be strengthened at the State, district, ITDA and Block levels. On the whole, the Commission observed that due importance is not being given to the Project Officers by the State Planning machinery.

2.9 The personnel policy of the State Governments with reference to the officers serving in the tribal areas needs a review. Most of the officers do not prefer postings in the tribal areas on account of several hardships that they have to face there. Efforts have, therefore, to be made to provide financial and other incentives and facilities to make the job more attractive. Adequate arrangement for their housing needs, education of the children etc. have to be made. In the matter of selection of personnel, the Commission are of the opinion that younger, more energetic and honest personnel are required to meet the vigorous demands made on them in the satisfactory discharge of their functions. They should not only undergo proper orientation programmes but should also preferably have some training in the languages of the tribals.

#### Land and Agriculture

2.10 The programme of allotment of surplus land to Scheduled Caste/Scheduled Tribe persons

released under the land ceiling laws was generally satisfactory in almost all the States visited by the Commission. However, it was observed that whereas sincere efforts were made to improve the agricultural practices, the problem of shifting cultivation was not properly tackled. It was also noticed that the Scheduled Castes and Scheduled Tribes, being generally small and marginal farmers, were not able to fully utilise the benefits of the latest farm technology. It is, therefore, necessary that they should be provided with adequate financial assistance for taking up intensive cultivation. They should also be motivated and trained to pursue occupations other than agriculture.

2.11 Another matter which drew the Commission's attention was the large scale litigation on matters relating to land requiring Special Magistrates in each district. In Uttar Pradesh it was suggested by the non-officials that where the Scheduled Castes and Scheduled Tribes were involved litigation, a preliminary enquiry should be held before filing the case in the court. The Commission consider that this suggestion should be examined by the State Government. With regard to checking alienation of land and its restoration, a strong administrative apparatus, if necessary, a special task force at various levels, is required, as legislative provisions alone could not solve the problem. Periodical meetings at district levels to review the progress could also go a long way in this direction. In Sikkim, the existing law provides safeguards in this regard in respect of Bhutias and Lepchas, the original tribals of the State. However, with the Presidential Order of 1978 including more tribals in the list, the safeguard has now become applicable to all of them. The original tribals have now an apprehension that their interests would not be protected. The Commission recommend that the State Government should examine this aspect.

#### Irrigation

2.12 In Bihar and Karnataka States, the tribals were of the view that irrigation should be given top priority for their economic development. The Commission feel that minor irrigation schemes are most suitable for tribal areas since they are less time consuming and start yielding quicker results. The Commission also feel that it should be ensured that in schemes funded out of the Special Component Plan and Tribal Sub-Plan, the proportion of Scheduled Caste and Scheduled Tribe beneficiaries was more than 50%. It should be further ensured that 50% or more of the total area of the lands brought under irrigation should belong to beneficiaries of these communities. In Uttar Pradesh, the community irrigation programme, conceived under the Special Component Plan was much appreciated by the beneficiaries. Its scope should be extended with benefit.

### Animal Husbandry

2.13 In the States of Karnataka and Uttar Pradesh and the Union Territory of Pondicherry, it was reported that a unit of two milch cows was not economically viable. The Commission suggested that there should be atleast three milch cows to make the unit economically viable. It was observed that in general, for want of proper veterinary assistance and lack of knowledge about the cattle insurance, the animal husbandry programme received a major setback in the rural/tribal areas. It was suggested that the cost of cattle insurance for atleast 3 to 5 years may be included in the project cost itself.

### Horticulture

2.14 The Commission during its visit to Karnataka studied some horticultural programmes undertaken by the State Government. It noted with satisfaction that the programme of developing half an acre of land into an orchard was yielding encouraging results. The programme of distribution of coconut seedlings and cashew plantation was also very successful.

### Fisheries

2.15 The Commission observed that the schemes for the supply of fishing boats and nets as also for imparting integrated training in inland and marine fisheries in Karnataka were not being implemented satisfactorily. It was also observed that adequate benefits were not accruing to the Scheduled Castes and Scheduled Tribes.

### Village and Small Scale Industries

2.16 The Commission while on the tour of Karnataka State, met some of the handloom workers, leather workers and those engaged in sericulture and looked into their grievances. The Commission feel that the problems of weavers should be looked into in a scientific manner and in villages where there is a concentration of Scheduled Caste weavers, programmes exclusively suited to them should be devised. As regards leather workers, the Commission appreciated the work done by the Karnataka State Leather Industries Corporation. It was reported that the cobblers were provided with tool kits and training-cum-production centres established to train persons engaged in leather work. The Commission, strongly recommend that the traditional system of producing leather goods should be replaced by compact workshops equipped with modern equipments for providing better wages to the workers by increasing productivity.

### Bonded Labour

2.17 It was informed that rehabilitation of freed bonded labourers was not satisfactory in the State of Orissa with the result that some of them had even relapsed to the practice of bondage for want of requisite facilities. In Bihar, closely connected with the bonded labour is another form of labour known as "attached labour". According to this system, a very

small piece of land is temporarily given to a labourer in exchange for labour compulsorily extracted from him. The Commission request the Ministry of Labour to look into the various aspects of the problem thoroughly and rectify the bottlenecks in implementing the programme. For speedy rehabilitation of bonded labourers the Ministry of Labour should issue guidelines only and the designing of need/area based schemes should be left to the State Governments.

### Minimum Wages

2.18 The Commission observed in Bihar that there was a lack of awareness of the revised rates of minimum wages amongst the agricultural labourers and that implementation of the Minimum Wages Act for agricultural workers was weak. The Commission feel that there is wide scope for giving publicity to this Act in the rural areas so that the labourers become acquainted with their rights.

### Forest

2.19 In Madhya Pradesh, it was informed that eucalyptus and pine trees have been planted for improving the State's economy. As the tribals draw advantages out of the traditional forest, they felt sore over these commercial plantations. The Commission feel that the policy of replacement of traditional trees by commercial species needs immediate review. New forests of course could be developed in areas where there is no existing forest. Near the tribal villages, instead of planting teak and pine trees, fruit bearing trees beneficial to the tribals could be planted.

2.20 The Commission feel that in order to ensure a reasonable price for the minor forest produce that the tribals collect, the LAMPS have to be strengthened in the interior areas. As per the existing law in Madhya Pradesh, the forest department purchases in *malik makbuja* (trees standing on the land of tribals) provided such trees are above six feet in height. Taking advantage of this law the dishonest traders manoeuvre to take away all trees, stating that their height is less than six feet. The Government should make a rule that whatever may be the size, all the trees and undergrowths should be the sole charge of the forest department. In Orissa, an MLA demanded that those tribals who had encroached on forest land for more than 12 years should be granted lease of such lands. It was further demanded that the grazing tax at the rate of Rs. 9 per pair of bullocks etc. should be abolished and the tribals given grazing rights in forests. The Forest Secretary stated that these suggestions would be considered. The Harijan and Tribal Welfare Department also agreed to run a coaching course for Scheduled Caste and Scheduled Tribe candidates with the idea of inducting more of them as Rangers.

### Rehabilitation of displaced tribals

2.21 In the States of Bihar, Madhya Pradesh and Orissa, tribal areas are richly endowed with



natural resources, forest trees and minerals. It was noticed by the Commission that the tribals are adversely affected by the establishment of big industrial and irrigation projects. They have to sacrifice their land on account of these. Although some compensations for the acquired land is given, for want of timely assistance and guidance the tribals get frustrated. In certain projects, employments to atleast one member of the displaced family is provided. More often, due to lack of technical skills, they only add to the class of labourers. The Commission, therefore, recommended the following measures to the Government of Bihar.

- (a) A high ranking officer, preferably of the rank of a Divisional Commissioner be entrusted with the task of re-settling the displaced tribals within the shortest possible time.
- (b) Arrangements for imparting skills to the tribals should precede their displacement.
- (c) Adequate training facilities be provided to the tribals to suit the requirements of public sector projects.

#### Roads

2.22 In Madhya Pradesh and Orissa, progress made on road construction in tribal areas has been pathetically poor. The Commission also found that there exists some apprehension in the minds of State Government officers that opening of the inaccessible areas would put the tribals at the mercy of exploiters. The Commission feel that while the tribals' initial encounter with civilisation would lead to their 'exploitation', keeping them isolated is no solution, as without any communication net work, no economic development worth its name is practicable. It was suggested that, a bold programme of opening of these areas with a net work of roads ought to be launched for their economic development. The Commission recommend that the Ministry of Home Affairs and the Planning Commission should review the existing policy and consider providing larger allocations for the development of communications in the tribal areas. As regards the programme of road construction under the Special Component Plan, it was observed that in Uttar Pradesh, funds utilised in blocks having 20%+ Scheduled Caste population were treated as though these had been utilised for the Scheduled Castes. The Special Secretary, Harijan Welfare, Government of Uttar Pradesh, clarified that the norms adopted by the Public Works Department on roads were not perfect and in fact only those road construction works which were carried out for linking the Scheduled Caste *bastis* with the main roads, should be included under the Special Component Plan.

#### Working of Large Area Multipurpose Cooperative Societies and the Tribal Co-operative Development Corporations

2.23 In the tribal areas of Bihar, Madhya Pradesh, Orissa and West Bengal, Large Area

Multipurpose Co-operative Societies (LAMPS) and Tribal Co-operative Development Corporations have been set up for the purchase of minor forest produce and agricultural produce from the tribals and to sell to them the commodities/consumer articles of daily use at reasonable prices. The Commission noticed that the area of a LAMP is so extensive and the staff so limited that the society has not been able to replace the moneylenders, traders and other exploitive forces. However, they have been instrumental in checking the price rise and they were a support to tribals.

2.24 In Orissa, it was informed that much of the minor forest produce was being procured by private traders at low rates. Similarly in West Bengal, it was informed that the LAMPS had appointed agents for the collection of minor forest produce but none of them was a tribal. The agents were those persons who earlier worked as *Munshis* to the private traders. The tribals in West Bengal complained that they received inadequate prices for sal seeds and tendu leaves from the LAMPS and at times the same LAMPS procure these commodities from Bihar and Orissa at higher price.

2.25 In Orissa, the working of the Tribal Development Co-operative Corporation was reviewed in detail. The Corporation over the years had accumulated losses upto Rs. 2.4 crores but in 1981-82 it had a balanced budget owing to good progress in the fields of procurements and marketing. The Commission were pleased to learn that the tribals were paid higher prices for their commodities and for the first time in Orissa the rate of Niger was equated with that of mustard seeds. It was felt that the Corporation should also trade in sal seed. Even if the sal seed trade was not remunerative, the Corporation should procure it from the tribals, as losses in some items could be made up by profits in others. It was brought to the notice of the Commission that the tribals in Mayurbhanj district faced great hardships because the marketing of *sabai grass* was not made properly. The Commission desired that *sabai grass* (Available worth crores of rupees) should be utilised properly.

#### Scheduled Castes Finance and Development Corporation

2.26 In Uttar Pradesh the Commission visited some shopping-cum-marketing complexes set up by the Scheduled Castes Finance and Development Corporation. It did not appear that all the beneficiaries were those who belonged to "below the poverty line group". Some of the beneficiaries complained that they were advanced loans by the Regional Rural Banks and other banks at the high rate of interest of 12-1/2% to 14% and not at 4% under the differential rate of interest scheme. On taking up this matter with the Reserve Bank of India, the Commission has been informed that annual family income of borrowers was stated to be the more decisive

criteria for grant of advances under the DRI Scheme. In some of the applications, information regarding family income of the intending borrowers was not furnished. In other cases, the sponsored banks had already fulfilled the target of 1% to the total advances under the DRI Scheme. The Banking Division in the Ministry of Finance has informed the Commission that a task force has been set up to review the whole scheme of the DRI and any changes, considered necessary, will be made thereafter.

2.27 During discussions with the non-officials, the Commission was informed that the Scheduled Caste persons also needed financial assistance for the development of land, installation of power-looms and also for the purchase of donkeys (as donkeys are used as means of transportation). They suggested that tailoring centres for Scheduled Castes should be established at district level by the State Government and they should function under the overall supervision of the Corporation. It was informed that the Corporation sanctioned loans upto Rs. 20,000 for a project and for loans over and above this limit, it was required to get the approval of the Ministry of Home Affairs. As is well-known, vehicles and machines of trades like auto-rickshaw, tempo, taxi, printing press etc., require financial assistance of more than Rs. 20,000. Hence, the limit of the loan needs to be raised upto 50,000 per project. It was suggested to the Commission that those Scheduled Caste persons who have been trained under the programme "Training for Rural Youth under Self-employment (TRYSEM)" should be assisted by the Scheduled Castes Finance and Development Corporation and the Corporation should arrange for loans from the banks in order to settle the persons in the trades for which they have been trained.

In Pondicherry, the Commission observed that the Scheduled Caste families took keen interest in the entrepreneur development programme initiated by the Pondicherry Industrial Promotion Development and Investment Corporation. For providing transport loans, the Corporation charged only 5% margin money as against 15% to 20% in case of others.

#### Education

2.28 In the field of education, the Commission observed that all the State Governments are aware of the importance of spreading education amongst the Scheduled Castes and Scheduled Tribes as a pre-requisite for successful launching of developmental programmes.

2.29 The Commission were informed that in Uttar Pradesh, for popularising girls' education, an opportunity cost scheme has been introduced which could be easily extended for boys also. Similarly, in the case of Sikkim, the policy of awarding scholarship to one child in each family did not seem to be appealing as it was mentioned that the child who gets the scholarship goes to school while his/her brothers/sisters stay at home.

2.30 Better facilities in the form of school buildings, hostel buildings, teachers' quarters etc., are the other areas to which attention should be paid by the State Governments. Efforts should be made to induct more teachers from the Scheduled Castes and Scheduled Tribes to work in the interior areas where others are reluctant to serve. Special allowances and incentives should be given to make the jobs more attractive specially in the tribal areas.

2.31 As far as the disbursement of scholarships is concerned, the Commission attach considerable importance to it, as it was found that the system in operation in some of the States is not properly streamlined. Each State Government should evolve a system whereby the scholarships are timely and easily disbursed.

2.32 The Commission observed that Ashram type of schools are better managed and function efficiently when compared to other conventional schools and it felt that their number should be increased in order to cover a wider student population. In the schools, special attention should be paid to impart technical training especially in the tribal areas. Because of the lack of training and education, candidates of these communities have failed to get any benefits out of the industrial establishments set up in their areas.

2.33 A strong plea was made by the non-officials to introduce tribal languages to be used as the medium of instructions in primary schools. The Commission feel that the matter needs more attention from the State Governments. Also, a very systematic and intensive programme of non-formal adult education among tribals would be essential.

#### Health and Nutrition

2.34 The Commission while on a visit to Orissa was informed by an MLA that health facilities in the tribal areas were inadequate. In Karnataka, however, the Chairman was happy to note that out of 30 Primary Health Centres established in 1981-82, 25 Centres were opened in blocks having a concentration of Scheduled Castes. However, the Commission consider that there is a need for extension of Integrated Child Development Programme and a Special Nutrition Programme in the rural and tribal areas.

#### Drinking Water

2.35 In Uttar Pradesh a suggestion was made to the Commission to make potable drinking water available to all those villages which have even 10 or more Scheduled Caste families. The Commission recommend that drinking water should be ensured to all and specially in the bastis of sweepers and scavengers.

#### Housing

2.36 In Uttar Pradesh, the Commission was informed that the Scheduled Caste allottees of house sites were not in possession of them. The

Commission felt that periodic drives should be launched to avoid such a situation. It was informed that in this State Rs. 2,000 in rural areas and Rs. 3,000 in hilly areas, are provided by the Government for the construction of a house.

2.37 The Chairman, while on a visit to Jayanthi village in Kolar district of Karnataka State, observed that the habitable space provided in the houses constructed for the Scheduled Caste/Scheduled Tribe families is very inadequate and suggested that provision should be made for atleast two rooms, a bath and a kitchen. He was also of the opinion that in such colonies, there must be provision of a community hall. The Chairman, on a visit to a Harijan colony in Pondicherry, observed that amenities like latrines and bathrooms should be provided individually with a common septic tank. The State Government should consider providing single point electric connections to the houses of poor families belonging to Scheduled Castes and Scheduled Tribes at Government cost or at subsidised rates.

2.38 It was alleged in Uttar Pradesh that the living conditions of the Scheduled Castes residing in Hatha Ram Dass in the Cantt. area of Lucknow were sub-human and deplorable. The matter was taken up with officers of the Ministry of Defence who have informed that they were looking into the matter.

### Atrocities and Protection of Civil Rights Act

2.39 Regarding the cases of atrocities committed on Scheduled Castes and Scheduled Tribes, the Commission felt that State Governments should identify the sensitive areas or areas prone to the commission of atrocities and take appropriate precautionary measures. It was noticed that Harijan Grievances Cells had been set up in Uttar Pradesh at the State and district levels.

The Commission feel that in addition, the Government of Uttar Pradesh should consider the suggestion of having in each police station, an Inspector/Sub-inspector/Head Constable made specifically incharge of a one man cell and a sign board to this effect be displayed at the Police Station.

2.40 In Uttar Pradesh it was informed that cases registered under the PCR Act in various districts were pending in courts for the past 3 to 4 years. To rectify this situation and provide speedy justice, suggestion was made to the State Government to set up Special Mobile Courts for this purpose.

### Services

2.41 The Commission was informed in general that the representation of Scheduled Castes and Scheduled Tribes in various categories of services is generally poor. In Uttar Pradesh, the President of the Co-operative Banks Scheduled Castes/Scheduled Tribes Association, Lucknow

informed that no reservation policy has so far been adopted by the U.P. Co-operative Banks. It was also alleged that no reservation policy is followed by the U.P. Instruments Factory and U.P. Agro Tractor Industries. Further, the representation of Scheduled Castes and Scheduled Tribes was very poor in the State Electricity Board. Similarly, in Orissa, the intake of Scheduled Castes/Scheduled Tribes in Hindustan Aeronautics Ltd. (division at Sunabeda) is unsatisfactory. However, the General Manager, HAL, stated that he could arrange for the training of Scheduled Caste/Scheduled Tribe candidates at the unit provided the State Government arranged for a hostel for the candidates. The Commission urged the Government of Orissa to issue orders for construction of hostel at the earliest. The representation of these communities in services in the State of Bihar was also found to be unsatisfactory.

The Commission recommend that the Government of Bihar should examine this position at policy level and it should not only monitor the progress but also ensure implementation. The Welfare Department should arrange for imparting intensive coaching to Scheduled Castes and Scheduled Tribes educated unemployed so that these communities are able to derive advantage from the large scale industrialisation taking place in the country.

### Voluntary Social Work

2.42 The Commission appreciate the role played by non-official organisations in the tribal areas and consider that such schemes as health care, economic upliftment as well as educational schemes should be implemented by them in a big way.

### Overview

2.43 The Commission on the whole is happy to note that the various State Governments have made sincere efforts to improve the socio-economic conditions of the Scheduled Castes and Scheduled Tribes. However, the plans and programmes could be implemented in a more scientific way by covering the poorest amongst them first. This remains contingent on all the State Governments carrying out intensive surveys of the Scheduled Caste and Scheduled Tribe families. The Commission are also of the view that presently the benefits of programmes are not actually reaching the people to the desired extent and there is need to educate the people about these programmes. In this connection, the political leaders could also play an effective role. Although there is sympathy and a spirit of service in the administrative machinery to achieve the task, much will depend on the quality and pace of implementation of the programmes when the target group are people who are mostly illiterate, ingorant, simple and exploited.

## CHAPTER III

### SPECIAL REPORT TO PRIME MINISTER

3.1 In the Fifth Five Year Plan for the first time a strategy of earmarking funds for the development of Scheduled Tribes was evolved and the instrument of Tribal Sub-Plan was developed to ensure flow of benefits from all sectoral programmes and to provide integrated delivery of services in the tribal areas. High priority was accorded to protective measures and elimination of exploitation and the States enacted various laws/regulations.

3.2 In respect of Scheduled Castes, it was found that the educated class among them did acquire some vertical mobility through reservations in jobs but in general, they remained vulnerable, because of keener competition for limited resources. No positive steps were taken to ensure that Scheduled Castes obtained their share of benefits of public investment. Therefore, the strategy of Special Component Plan for Scheduled Castes was evolved during the Sixth Five Year Plan period. It was conceived that the need-based programmes would be formulated for them, keeping in focus target groups in the occupational categories.

3.3 On 12th March, 1980 the Prime Minister directed all the State Governments/Union Territories to formulate plans in such a manner that atleast half of the SC/ST families were enabled to cross the poverty line within a short and specified period, if possible in the Sixth Plan period itself.

3.4 With a view to giving a further thrust for the development of weaker sections of the Society, especially the Scheduled Castes and the Scheduled Tribes, the Prime Minister revised the 20-Point Programme of 1975 and announced to the nation a New 20-Point Programme on 14th January,

1982 and placed the development of SCs and STs at Point No. 7 "Accelerate Programmes for the Development of Scheduled Castes and the Scheduled Tribes".

3.5 The Commission thought that we were half the way through the Sixth Five Year Plan period and therefore a review should be undertaken to find out the impact of the implementation of various plans and programmes on the development of Scheduled Castes and Scheduled Tribes. The Commission undertook field visits in several States and held discussions both with the non-officials and the officers of the State Governments in order to ascertain the effectiveness of these plans and the degree of success with which they are being implemented.

3.6 On the basis of the impressions gained in regard to the working of Special Component Plan for Scheduled Castes and the Tribal Sub-Plan, the Commission prepared a Special Report titled "Implementation of Special Component Plan for Scheduled Castes and Tribal Sub-Plan" and submitted the same to the Prime Minister on October 1, 1982. (Annexure). Copies of the report in question were also sent to the Union Home Minister, Chief Ministers/Lt Governors/Administrators in the States and UTs/the then Advisor to the Governor of Assam/the Planning Commission and the Secretaries of the State Governments dealing with the welfare and development of Scheduled Castes and Scheduled Tribes.

3.7 Acknowledging the report, the Prime Minister informed the Chairman of this Commission that the Ministry of Home Affairs had been asked to have the issues raised in the report examined.

## IMPLEMENTATION OF SPECIAL COMPONENT PLAN FOR SCHEDULED CASTES AND TRIBAL SUB PLAN

(OCTOBER 1982).

The Constitution has provided several safeguards for the comparatively disadvantaged sections of the population viz. the scheduled castes and the scheduled tribes, and enjoins on the Government to take special steps for their education and economic upliftment. A number of steps have been taken during the last thirty-five years in pursuance of this objective with varying degrees of success. It has been increasingly recognised that social handicaps faced by these sections of society can be removed only by improving their economic condition. In the last few years, greater attention is being paid in the planning process to secure an equitable share in the benefits of country's progress for the weaker sections and the Prime Minister, in particular, has evinced keen interest in the Welfare of the scheduled castes and the scheduled tribes as evidenced by the inclusion of their welfare as one of the objectives in the Twenty Point Programme.

The strategy adopted during the last four/five years is the Special Component Plan for the Welfare of scheduled castes which earmarks specific investments for their benefit.

3. The Commission for Scheduled Castes and Scheduled Tribes has been undertaking field visits to ascertain the implementation of these plans and has held several discussions, both with non-officials and officers of the State Government, in order to ascertain the effectiveness of these plans and programmes and the degree of success with which they are being implemented. What is stated hereinafter are the Commission's findings and observations made in the course of these visits to various States and the recommendations to remedy the gaps and deficiencies noticed. We are half way through the Sixth Five Year Plan period, and the Prime Minister's objective of enabling 50% of the scheduled castes to cross the poverty line by the end of the Sixth Five Year Plan can hardly be achieved unless remedial measures are set afoot forthwith.

### Development Strategy

2. The strategies adopted for the improvement in the economic condition of these sections vary. Scheduled Tribes live as homogenous groups in clearly demarcated areas, generally forest areas, inaccessible to the rest of the population and absence of infrastructure is the most distinguished mark of the tribal Society. The development of these people, at the present juncture, must necessarily emphasize the opening up of these areas so as to bring them in contact with the mainstream of national life, and building up of the necessary infrastructure to sustain economic activity and better standard of life. The strategy for the development of scheduled tribes, therefore, has taken the shape of formulation and implementation of tribal sub-plans which encompass the total effort of the Government for the development of these areas financed from the State Plan resources or by Central financial additives. In contrast, scheduled castes are not so secluded and live together with the rest of the community in almost all villages and towns of the country. They also suffer from social stigma and have been victims of grave injustice in the past. Their well being can only be achieved by ensuring for them an equitable share in the beneficiary-oriented programmes included in the Central and the State Plans. A certain specified portion of the financial outlays in the Central and the State Plans has to be pre-empted for the benefit of these disadvantaged people because experience has been shown that without such intervention, the fruits of progress are not likely to reach the poorest of the poor.

### Special Component Plan for Scheduled Castes

4. A number of measures have been taken in the past to reduce the gap between the living conditions of the scheduled castes and the rest of the society and it will be appropriate to have a look at the achievements of these programmes and the present state of the scheduled castes for whose benefit special component plans have been devised. For the country, as a whole, (According to the 1971 Census, which is the latest available) 43.36% of workers have lands to cultivate, whereas 26.31% are agricultural labourers. The rest of the population is engaged in such activities as trade and commerce, services, household industry, etc. The position of the scheduled castes, however, is much more gloomy. Among them, only approximately 28% cultivate lands, mainly as small and marginal farmers, share croppers and tenants, whereas 52% of them are agricultural labourers. Their share in other spheres of economic activity is minimal. What makes their lot particularly poignant is that they hardly own any physical assets and generally are completely dependent on other sections of society for their livelihood. In a situation of a country which is generally poor and a society which is not particularly known for compassion towards the poor, the plight of scheduled castes can be easily imagined.

5. As mentioned above, more than half the workers among the scheduled castes are agriculture labour, a singularly low paid occupation,



bound to the land owners in varying degrees of bondage, which has been sanctified by tradition. Their contribution to the productive process in the agricultural sector is considerable and their compensation minimum. During our visits to the several States we have seen the well-meaning efforts of the State Governments to prescribe minimum wages for the agricultural labour to provide to them a barely living wage, but it does seem to us that despite legal provisions the members of the scheduled castes will have to play with their blood even to secure these paltry wages. Hardly a day passes without some atrocity being committed on these poor agricultural labourers when they dare to ask for the legally prescribed minimum wage. We are convinced that this is not merely a law and order problem. What we are witnessing is an agrarian revolution though we are probably too near to the event to recognise the real nature of these happenings.

6. In spite of our best efforts we have not been able to find reliable statistics about the number of scheduled castes engaged in so-called unclean occupations like scavenging, flaying, tanning, etc. If any meaningful programmes for the economic development of these occupational groups are to be initiated, such information is absolutely essential. For implementing the integrated rural development programme, a benchmark survey has been undertaken since the programme is directed towards the poorest of the poor. The scheduled castes constitute the major portion of this target group and we do hope that, with the completion of the benchmark surveys the present economic status of these groups would come to light. In 1971, 33% of the population fell in the category of "workers". For scheduled castes alone, the corresponding figure was 36%. A scheduled caste family apparently has to provide more workers to secure the family's paltry sustenance.

7. This would at least partially explain the lack of enthusiasm among the scheduled castes to send their children to school for their future betterment since these children are made to contribute to the family's current pressing needs. In 1971, while the general rate of literacy for the country as a whole stood at 29.45% for scheduled castes the corresponding figure was 14.6% only. This is in spite of the fact that the emphasis on the development of backward classes during the first three decades after freedom was almost exclusively in the field of education. The figures regarding enrolment of students at all levels of education would indicate that the disparity between scheduled castes and the rest of the community might not be corrected in the foreseeable future. Scheduled castes today have only 12.55% of the enrolment when their share in the population is nearly 15%. These statistics do not disclose the gravity of the situation because they hide the fact that the drop out rate among the scheduled castes is as

high as 80% at the primary school stage and 50% at the middle school stage, which is far higher than the figure for other communities.

8. Measures for improving the condition of the backward classes, including scheduled castes/scheduled tribes, denotified, nomadic tribes, etc., have, in the first Five Plans, been in the nature of welfare schemes, and the total resources directed to this sector have varied from 0.6% to 1.8% of the total public sector outlays. It was anticipated that scheduled castes will partake of the benefits of all the general developmental efforts of the country like other sections of the society and these special measures were only supplemental to the totality of the development effort. In practice, these supplemental programmes came to be looked upon as the only exclusive programmes for their benefit increasing the disparity between the scheduled castes and the rest of the population. How this came to be is not difficult to understand. Their ability to take advantage of the various plan schemes formulated for the benefit of general population very much depends on the assets they own and the occupations they are engaged in. According to the All India Debt Investment Survey of the poorest rural population owns only 2% of the rural assets. If we consider only the lowest 10% crop, they own only 0.1% of the assets. It is undeniable that these poorest brackets largely comprise the scheduled castes. It is, therefore, not surprising that the fruits of development generated by the implementation of various schemes left the scheduled castes by the wayside. How can Plan schemes in the agricultural sector in the shape of providing various inputs benefit a section of people who hardly own any land?

9. It is in the light of the extreme poverty of the scheduled castes and their inability to partake adequately in the country's progress that the device of the Special Component Plan has been adopted. The planning strategy of the country itself, of late, lays emphasis on anti-poverty measures which must help the scheduled castes who constitute a large percentage of people below the poverty line. It is recognised that a considerable portion of the plan outlay is earmarked for major sectors like power projects, irrigation projects and industries which, by their very nature, are not divisible and whose benefits generally flow to those sections of society which own some economic assets such as land, industry or business. It is only the sectors like agriculture, small scale industry, education, health, etc., where the benefits can be directed to specific target groups. In earmarking a share of these benefits for the scheduled castes, they certainly deserve a greater percentage of the outlay than would be justified by their population alone. Even schemes which are not related to individual beneficiaries, but are oriented to the whole villages or hamlets are required to give preference to villages/bastis with preponderant scheduled caste

population. When the pattern of expenditure is not amenable to such allocation, the sectoral plan can contain optimal share for the Scheduled castes in the resulting employment, training and other benefits.

10. Various State Governments have gone through the exercise of identifying sectors and specific schemes which can thus be considered divisible and identified specific outlays which compose the Special Component Plan for the scheduled castes. The picture that emerges is indicated below :

Sl No	State/Union Territory	%age of SC population in State/UT	%age of flow of funds to Special Component Plan out of to g. Plan outlays (1980-85) VI Plan
1	2	3	4
1.	Andhra Pradesh	13.37	10.93
2.	Assam	6.24	1.51
3.	Bihar	14.88	12.94
4.	Gujarat	7.08	7.05
5.	Haryana	18.89	9.88
6.	Himachal Pradesh	23.34	11.00
7.	Karnataka	14.60	15.11
8.	Kerala	9.38	7.13
9.	Madhya Pradesh	13.81	7.83
10.	Maharashtra	6.30	5.24
11.	Manipur	1.53	1.61
12.	Orissa	15.07	10.84
13.	Punjab	24.71	8.84
14.	Rajasthan	16.36	12.31
15.	Tripura	12.39	4.03
16.	Uttar Pradesh	21.62	10.21
17.	West Bengal	20.09	8.71
18.	Pondicherry	15.46	17.00
19.	Tamil Nadu	17.75	17.80
20.	Delhi	15.63	7.07
21.	Sikkim	4.52	0.71
22.	Chandigarh	11.30	3.29
Total		13.83	9.53

11. It would be seen from the above table that 9.53% of the various State Plans has been earmarked as the Special Component Plan for scheduled castes compared to their population percentage of 13.83. We have no quarrel with the quantum of money kept aside for the development of this disadvantaged section of people. While 9.53% of the State Plans, taken as a whole, is earmarked for scheduled castes, the performance of different States shows considerable divergence. For instance, in U.P. only 10.21% of the State Plan is earmarked

for scheduled castes though their population constitutes 21.62%. Similarly, Punjab has kept aside 8.84% of the State Plan outlay for scheduled castes who constitute 24.71% of the population. Similar is the case with Madhya Pradesh, Himachal Pradesh and Haryana. Nobody has complained about inadequacy of funds in the Special Component Plan because the expenditure in the first two years of the Sixth Plan was far below the provision made for the benefit of the scheduled castes.

12. One of the objectives of adopting the strategy of the Special Component Plan was to ensure that funds which were meant for the benefit of scheduled castes were not diverted to other target groups. To avoid any such eventuality, the Government of India has requested the various State Governments to create minor sub-heads in their budgets against which the provisions of the Special Component Plan can be indicated and from which re-appropriation of funds could be prevented. Many of the States visited by us have yet to open separate budget heads to reflect the funds allocated for the Special Component Plan. We would urge that this comparatively simple administrative device which ensure non-diversion of funds should be immediately adopted by all States and that the Government of India should ensure that with effect from the financial year 1983-84 this is achieved all over the country.

13. The Special Component Plan creates a corpus of money for the benefit of the scheduled castes. What is not fully recognised is that persons belonging to these castes have not yet attained the level of development common to the rest of the society and the consequent need to formulate and implement schemes specially directed to their level of development and specific needs. Nowhere in the country we found any evidence of the scheduled castes being treated as a section of society needing a different type of developmental effort based on their economic standing, their literacy and awareness and their professional and technical knowhow. All over the country, the State Governments have only kept aside a specific percentage of the financial allocation and a share for the scheduled castes in the Plan Schemes which have been formulated for the general population. We have not come across any single scheme formulated for various professional groups which constitute the scheduled castes. This, in our view, is not likely to provide any impetus to the development of the long neglected scheduled castes. The Planning Commission have issued guidelines to the State/Union Territories and instructions to the Central Ministries to identify schemes suited to the needs of various occupational groups but this has not been done in any State.

#### Special Central Assistance

14. The Government of India gives a special Central assistance as an additive to the Special

Component Plan of the States to take up meaningful programmes for the development of these communities. This is conceived by an additional contribution to the State Plan and is worked out with reference to the totality of the programmes for the development of scheduled castes. The criteria laid down by the Ministry of Home Affairs for allocating funds under the Special Central Assistance are given below :

- (i) the percentage of the scheduled caste families in the State covered by composite economic development programmes in the plan to enable them to cross the poverty line ;
- (ii) the percentage of the Special Component Plan to the Annual Plan as compared to the Scheduled caste population percentage in the State ;
- (iii) programmes for relatively weaker and more exploited groups among the scheduled castes like civil sanitation workers (sweepers and scavengers), bonded labourers, nomadic and Vimuktajati communities of Scheduled Castes ;
- (iv) the performance in the implementation of Special Component Plan with reference to (i), (ii) and (iii) above.

An amount of Rs. 600 crores has been kept aside as special Central assistance for this purpose during the Sixth Plan.

#### Allotment of Land

15. It has been stated earlier that more than half the scheduled castes are landless agricultural labourers having no assets of any type. In the occupational group of agricultural labour, scheduled castes constitute 32%. One of the most significant programmes to improve their economic status undertaken so far is the allotment of ceiling surplus lands to them under the various land reforms laws adopted by the States. Out of the 40.43 lakh acres declared surplus only about 26.66 lakh acres have been taken possession of by the States and 18.40 lakh acres distributed. The table at appendix I gives the complete picture.

16. Out of the land distributed so far, 37 per cent has gone to the scheduled caste beneficiaries. Judged in terms of the number of beneficiaries, scheduled castes constitute 41.70 per cent of the total beneficiaries. This would clearly indicate that the average area of land allotted to a scheduled caste beneficiary is smaller than the land allotted to a non-scheduled caste beneficiary.

17. What is more disturbing, however, is the fact that the State Government have taken possession of only 26.66 lakh acres of surplus land when 40.43 lakh acres have been declared surplus. It is common knowledge that tardy progress in the implementation of land reforms has only provided an opportunity to the landlords to distribute their lands to their

relations or enter into benami transactions to escape the clutches of law. The manner in which land reforms have been implemented in many States leads to an inescapable conclusion that the necessary political will to carry out these highly commendable and egalitarian measures is singularly lacking. Even the 6.8 lakh acres which have been allotted to the scheduled caste beneficiaries are not in their actual possession and enjoyment. We have been clearly told that in many cases of allotment of land, the actual possession has not been given to the beneficiary and erstwhile owners have adopted all sorts of unfair methods including recourse to judicial processes to deprive the beneficiaries of the benefit of land ownership. Even inclusion of various land reform laws in the 9th Schedule of the Constitution has not helped in carrying forward these measures and judicial processes are still being widely used by the land-owning classes to subvert the objectives of these salutary measures. This, coupled with the somewhat lukewarm attitude of the Governments, has prevented the scheduled castes from reaping the benefits of these laws.

18. The lands declared surplus and taken possession of by the State Governments are understandably marginal lands with extremely poor productivity. Some outlay for the development of the land and certain inputs in the shape of fertilizers, seeds, pesticides, etc., will be needed to make their cultivation economical. A central sector scheme for giving financial assistance to the new assignees of ceiling surplus lands was introduced in 1975-76 to enable them to develop the land for proper cultivation. Under the prevailing pattern of the scheme, the scale of assistance was Rs. 1,000 per hectare and was to be shared equally between the Central and the State Governments. Funds to the extent of Rs. 14.73 crores were sanctioned to the States till 1979-80. No proper use is being made of this assistance either. We were informed in some States that the allotment of land is the responsibility of the Revenue Department whereas the provision of inputs falls within the jurisdiction of the Agricultural Departments, and there was a no dialogue in this behalf between the two. In fact, the names of the new allottees of land were not even sent to the agriculture and animal husbandry departments so as to ensure proper follow up. In the face of this, it is hard to avoid the conclusion that the measures devised for the allotment of land to the scheduled castes have been at best half hearted.

#### Minimum Wages

19. Agricultural labour, being unorganised, do not receive adequate wages nor work throughout the year. In fact, they are completely at the mercy of the land owners. Owing no assets, few relevant skills and irregular and very low paid jobs, they constitute the most vulnerable section of the society. Various State Governments have prescribed different rates as minimum wages for the agricultural labour. Since there is



an inevitable time lag between the rise in the cost of living and the revision of these rates, the wages prescribed for agricultural labour even under these laws are generally inadequate. We have found instances where the Government Departments themselves have been giving the agricultural labour employed by them wages far below the minimum prescribed by the Government itself. Our questioning as to how this situation arose elicited no satisfactory response. It is not uncommon for men and women being paid different wages for the same work in contravention of the law. Due to the inadequacy of enforcement machinery, agricultural labour all over the country, barring certain prosperous States, continues to receive wages below the prescribed minimum. It is most unfortunate that even prescription of minimum wages, leave aside their actual payment, has been the cause of infliction of the most inhuman atrocities on the helpless agricultural labour when they dare to demand the minimum wage prescribed by Government. Officials of the Labour Department, at Inspector level, have been stationed in the development blocks in most of the States. They have made no impact in raising the level of wages received by agricultural labour owing to the powerful influence of vested land owning classes.

20. Apart from ceiling surplus lands, a large extent of Government waste lands have been distributed to the landless and according to the latest statistics available 2.1 million acres of Government waste lands were thus distributed during the course of the period 1975-1978. The allottees belong to the weaker sections, majority of them being scheduled castes and scheduled tribes.

21. The figures furnished by various State Governments indicate that the percentage of scheduled caste beneficiaries compared to the total number of beneficiaries was very high in Haryana (100 per cent), Himachal Pradesh (75 per cent), Uttar Pradesh (66 per cent), Karnataka (50 per cent) and Andhra Pradesh (37 per cent). The performance of other States was somewhat disappointing. The total area allotted to the scheduled caste beneficiaries, however, indicates that the average allottee among the scheduled castes receives less area than a non-scheduled caste allottee. The main drawback however, is not the area allotted to scheduled castes, but the absence of the follow up action by way of providing them with financial help and other inputs to enable them to eke out a reasonable standard of living as cultivators.

#### **Bonded Labour**

22. Under the Bonded Labour System (Abolition) Act, 1976, the system stands abolished and such bonded labour now stands released.

23. However, passing of a legislative measure does not achieve anything unless such persons are identified and provided with alternative means of livelihood. According to an estimate

made by the Gandhi Peace Foundation, in collaboration with the National Labour Institute, the number of such bonded labour was roughly 22 lakhs. The National Sample Survey Organisation of the Department of Statistics, Government of India, estimated the number at 3.4 lakhs. Till November 1980, the various State Governments had identified 1.2 lakh persons as bonded labour, out of which 95,000 were said to have been rehabilitated.

24. There are varying degrees of bondage and in practice a very large number of poor agricultural labour is at the mercy of the land owners. In a State like Bihar, where only 7900 persons have been identified as bonded labour, these are very large number working under a system called "Attached" labour. We were told by the Government of Bihar that under the law itself labour cannot be called bonded labour unless they are tied to the land owners by virtue of a monetary debt. As a consequence of this, agricultural labour which was bound to the land owner by some other traditional arrangement, e.g., by the fact of allotment of a little piece of land either for homestead or for cultivation does not fall within the definition of bonded labour. On checking, we find that this understanding of the Government of Bihar was erroneous because under the law the bondage could arise not only from an economic consideration, but in pursuance of a customary or social obligation as well and the Government of Bihar would be well advised to make a concerted drive to identify the bonded labour and initiate moves for their rehabilitation.

25. We have the following observations to make in this behalf.

The measures to rehabilitate the bonded labour are much too slow. We were informed that this is a Centrally sponsored scheme wherein the Government of India provides 50% of the finances. The schemes, as formulated by the State Government, have consequently to be approved by the Government of India before their implementation can be undertaken. This is an avoidable delay. If the Central Government were to specify what type of rehabilitation schemes are acceptable to them, the States could get on with the task expeditiously.

26. Being agricultural labour, these persons do not normally possess any other skills except cultivation of land. Freedom from bondage for them would, therefore, be a reality if some land is allotted to them, preferably in the same village. This may not always be practicable, as the availability of land cannot be guaranteed. In such cases, the freed labour has to be trained in an alternative vocation like dairying, poultry, piggery development, etc., which does not require much land but offers an acceptable standard of living.

27. Look 1g to the content of the programmes undertaken in several States for the development of Scheduled Castes, we are forced to conclude that the various schemes under implementation were not formulated in a scientific manner and their technological and economic viability is in doubt. Some instances are quoted below to illustrate this point.

28. Since the scheduled castes do not generally have adequate land, it is felt that animal husbandry would provide an alternative. With this in mind, members of the scheduled castes are being assisted to take up poultry, goatery, horticulture, fisheries and dairy farming. In some States, we noticed that the scheduled castes families were being given five female and one male animal, under the goatery development scheme. On questioning, it transpired that this was not a viable economic unit, but the scheme was being pushed through in this manner because the commercial banks participating in the Integrated Rural Development Programmes were hesitant to advance funds to support these programmes. To minimise the risk, the unit had been reduced to this unrealistic level which, more or less, guaranteed its failure. In due course, this will furnish another evidence to prove how the scheduled castes community frittered away the financial assistance rendered to them. Similarly, under dairy programme, in most of the States only one cow is being provided to the beneficiary family without the slightest consideration whether this would enable the family to cross the poverty line. With one animal there is obviously no continuity of milk production and we came across instances where, during the dry spell of the cow, the beneficiary was hard put to maintain and feed the animal. We rarely came across a case in which a beneficiary in dairy scheme was in a position to repay the loan liability incurred by him. In poultry, hundred bird unit is considered to be the minimum if the beneficiary is to be ensured standard of living envisaged under the Integrated Rural Development Programme. In the case of this, a large number of scheduled castes families had acquired poultry units comprising 25 and 50 birds. In one State, we noticed that even beneficiaries who have been provided with 100 birds were in financial distress because the birds have not been replaced even after a period of two years, with a consequent loss in productivity. These beneficiaries had reached a stage where the income from eggs was not even sufficient to feed the birds that were overdue for sale for table purposes. All these drawbacks that we are pointing out arise from the fact that the schemes for the development of scheduled castes included in the Special Component Plan are neither formulated scientifically with an eye on the local resources and skills of the beneficiaries, nor were the schemes backed by necessary follow up action which is the hallmark of a proper and well-organised delivery system. Having provided them with some assistance, the administration can however, write them off as families who have crossed the poverty line.

### House Sites

29. To provide house sites and houses to scheduled castes is one of the major programmes in some States. Millions of house sites are reported to have been distributed and the pattern of assistance to enable the beneficiaries to construct their dwelling units varies from place to place. In some States, houses are being constructed by Government departmental agencies, or housing corporations and we had several occasions to see these housing colonies. It is not uncommon to see a number of these houses unoccupied. The location of these colonies was, in many cases, not convenient to the persons who were expected to occupy them. But the most significant drawback we noticed was that the living space provided to a family in these colonies was hardly sufficient to accommodate a family. Most of these dwelling units consisted a single room with an area marked for cooking. The living area in some cases was not than 10 ft. x 10 ft. How a family consisting of husband, wife and two to three children is expected to live in this small place is beyond our comprehension. When we pleaded with a Chief Minister that the living area provided to a family should consist of at least two rooms, he pleaded paucity of financial resources. When we suggested reduction in the number of houses, he thought that we were being blind to this political compulsions. According to him, it is essentially a game of numbers and no Chief Minister would be prepared to reduce the number of houses and make them larger and of better specifications since he would be unable to satisfy the large number of beneficiaries and this would be politically suicidal to him. The fact that in this process, public money is being wasted merely to reach an unrealistic target did not seem to concern him very much.

### Village Roads

30. One of the schemes that finds a place in the divisible pool in a State Plan is construction of village roads. Dutifully, a part of this provision has been included in the Special Component Plan. If properly utilised, this money ought to have been spent for providing small stretches of roads connecting harijan bastis to adjoining villages. We have it on the authority of the Chief Engineer of a State that in reality the amount was spent on construction of village roads irrespective of the fact whether the beneficiaries were scheduled castes or not. This we consider as the most illegitimate use of money included in the Special Component Plan and does not bring any benefit to the target group.

### Crossing the Poverty Line

31. Various State Governments have set before themselves annual targets for enabling 50 per cent of the scheduled caste families to cross the poverty line as desired by the Prime Minister. Quarterly and annual reports are being compiled to show the extent to which these goals are being achieved. These statements make interesting and

pathetic reading. They are replete with examples of double counting since each department counts the same family whenever some assistance, however insignificant, is rendered to them. As soon as a scheme is sanctioned (generally at the fag end of the financial year), the necessary financial allocation is transferred to Agro Industries Corporation, District Rural Development Agencies and other Co-operative Societies and the target is considered to have been achieved. The existence of these corporate bodies and registered societies has come very handy to prevent the financial allocations from lapsing. We came across instances where irrigation wells were being dug. The financial provision for this was made two years ago and the concerned beneficiaries were counted as having crossed the poverty line two years ago.

### Implementation of the Programme

32. The Special Component Plans for the benefit of the scheduled castes have been framed in almost all the States, by now. State Governments have had to carry out this annual exercise for presentation to the Planning Commission. What is deplorable, however, is that in many instances the exercise has started and ended at the State level only. There are States where the financial provision made under the Special Component Plan in different sectors has not been even further divided among the different specific schemes. In a number of States, the various implementing agencies and technical departments of the Government at the district level had not even heard of the Special Component Plan. How the progress of implementation was being watched is a mystery to us. Since the Special Component Plan, in such cases, is only a pre-determined percentage of the State Plan, the same percentage is apparently being used in reporting performance. It was candidly admitted to us that the concept being new has not still been properly understood and the system is in the process of evolution. With half the period of the Sixth Plan already over, this statement is somewhat disheartening though it has the virtue of being frank.

33. It was also our observation that financial provisions provided in the various sectors of the State Plan and included in the Special Component Plan for scheduled castes were completely at the disposal of the concerned technical departments of the Government. We are well aware that each technical department of the Government jealously guards its own independence and this is a factor we have to live with. But this makes it all the more imperative that proper systems be organised wherein some one is endowed with power and responsibility to coordinate the efforts of all the departments and keep a watch on the performance to ensure achievement of the targets. At the State level, in most of the States, coordination committees have been created with the Chief Minister as the Chairman. In some cases, the role is assigned to the Chief Secretary of the State. We found the Chief

Ministers generally too busy to pay personal attention to this task and officials considered this programme in a routine unenthusiastic manner. At the district level, the position was even more dismal. Though theoretically the Deputy Commissioners, Collectors or District Magistrates were responsible for coordinating the efforts of various Departments, in fact, they hardly played any role. These officers stated to us that they cannot be expected to coordinate efforts when even the targets and the financial outlays are not intimated to them. The district level officers of various technical departments received instructions from and reported to their superiors strictly in their departmental hierarchy and did not feel themselves accountable to the district magistrate or deputy commissioner of the district. This phenomenon was more pronounced in some States, but we came across no cases where the district magistrate or the deputy commissioner had any significant say in the implementation of the Special Component Plan.

34. Looking to the objectives for which the strategy of the Special Component Plan has been adopted and in the light of the drawbacks in its implementation noticed by us, we feel that some drastic change in the administration to these plans is called for. We would reiterate that we have no particular complaint about the adequacy or otherwise of the financial outlays earmarked for the scheduled castes. What is lacking is necessary administrative systems and procedures whereby the benefits meant for the scheduled castes reach them. To this has to be added the routine and mechanical manner in which development plans and schemes formulated to meet the needs of general population are extended to scheduled castes in utter disregard to their needs and potential.

35. To our minds, there does not seem to be adequate awareness of the fact that these weaker classes are at a stage of development where their needs differed from the needs of the general population and schemes have to be specifically formulated keeping in mind the stage of their development, their resource base and their potential.

36. Being generally agricultural labourers, marginal farmers and extremely low income professionals they need a type of assistance which the normal run of development schemes in a State Plan cannot be expected to render. A mechanical distribution of the State Plans in favour of the Scheduled Castes is of no help.

37. In some States, Special Component Plans mention even schemes like introduction of yoga classes in the schools, community radio and television, home for the destitutes, and dharamsalas. We have no quarrel with the inherent worthwhileness of these schemes, but we feel that they do not represent an optimum use of resources, earmarked for the benefit of these disadvantaged classes. The average size of land

allotted to scheduled caste beneficiaries works out to 1.22 acres. Conventional agriculture, therefore, will not be able to sustain such families in any acceptable standard of living. Intensive and more appropriate pattern of land utilisation is imperative, to make such small and marginal holdings economically viable. Greater emphasis will have to be given to the horticulture and plantations, fisheries, poultry farming and piggery development. Such activities are capital intensive, but economise on land which is in short supply. These activities are also location specific depending on local resources in a very pronounced manner. Agro climatic conditions vary from region to region and from village to village and consequently stereo-typed development schemes are of no avail.

38. We have noted above the objective for which the strategy of the Special Component Plan was devised and narrated the manner in which it is being implemented in various States. All these programmes fall within the jurisdiction of the State Governments and the Government of India has hitherto felt content with issuing guidelines and well worded circulars. Special Central assistance both for the Component Plan and the Tribal Sub Plan were expected to provide to the Government of India some amount of leverage to direct the State administrations to implement these schemes with a degree of sincerity and enthusiasm, that they deserve. We are sorry to note that the performance of the State Governments leaves much to be desired. The objectives are no more in doubt. A reasonable share in the benefits of the Plan Schemes has to be ensured for the scheduled castes. Adequate administrative machinery has to be created to achieve this objective. We have the following recommendation to make.

39. Each State Government should create at the State level a Scheduled Caste Development Agency on the lines on which District Rural Development Agencies have been created at the District level for implementing the Integrated Rural Development Programme and the national rural employment programme. The State level Scheduled Caste Development Agency should have the Chief Minister as the Chairman, and the Minister in charge of Harijan Welfare as the Vice-Chairman. The Secretaries of the concerned Departments like Animal Husbandry, Agriculture, Industry, etc., should be the other members, the total membership being limited to 7 or 8 only. The composition could vary, however, to suit the needs of a particular State. An officer equivalent in status to the Development Commissioner should be made the Member-Secretary of this Agency.

40. The responsibility of the State Scheduled Caste Development Agency would be the formulation, implementation and monitoring of schemes for the benefit of the scheduled castes. The entire financial provision falling in the State's Special Component Plan should be placed

at the disposal of this Agency. The secretariat of this Agency should include advisers and technical experts in all sectors in the rank of Joint Directors/Additional Directors. The technical experts of the various State Governments have hardly the time or inclination to formulate development schemes, especially for the scheduled castes. It is, therefore, essential that the agency should have its own pool of technical personnel.

41. The Member-Secretary of the Agency should be declared as the Head of the Department to operate these funds. The Agency should have the authority to allocate funds according to the needs and the capacity of the various departments and should possess unlimited powers to make inter-sectional re-appropriations. The funds at the disposal of the Agency should then flow down to the district rural development agency, who, in turn, will provide funds to the district heads of technical departments according to their needs and the progress achieved by them. At the District level the District Magistrate/Deputy Commissioner/Collector is generally the Chairman of the Committee which coordinates the activities of all development departments and looks into the implementation of development programmes executed either by the Block Development Officer or by the various technical departments. This arrangement needs to be strengthened.

42. The execution of all these schemes will be through the normal State machinery as we do not think that it is either necessary or feasible to create a parallel executive machinery for the scheduled castes. If necessary, the District Rural Development Agencies should be provided with additional staff to monitor and evaluate the progress of development schemes.

#### **Tribal Sub-Plan**

43. The Strategy for the development of areas largely or predominantly inhabited by tribes is the contrivance of the Tribal Sub Plans. These plans were initiated in the Fifth Five Year Plan. The Commission visited tribal areas in the States of Orissa, Bihar, West Bengal and Madhya Pradesh in order to assess the implementation of these sub-plans. These States contain, among themselves, a large chunk of the tribal population of the country and our findings and observations in these four States would be representative enough to reflect the conditions all over the country. When, in early fifties, with the country-wide launching of the Community Development programme, comprehensive in its coverage, it was anticipated that the tribal areas also would receive their due share of the benefit of these schemes. Their distinct socio-economic conditions, their sparse population, their level of technology and the lack of physical and institutional infrastructure however, militated against this expectation. Intensive multi-purpose tribal development projects were, therefore, initiated which were replaced later by tribal development blocks on the analogy of the Community Development



Blocks elsewhere. In due course, the limitations of this approach came to light and it was recognised that the total developmental effort in the tribal areas would need massive investments and an integrated approach. In the areas of tribal concentration, it was felt, the development strategy had to be in the nature of area development wherein development of infrastructure—physical, legal, institutional—had to be combined with programmes directed to specific target groups. It was envisaged that in areas of tribal concentration, the socio-economic situation necessitates both protective and development measures so that the process of development did not itself result in increasing exploitation as would be the case in the absence of deliberate and conscious intervention by Government. The approach appropriate for these areas had to be comprehensive, pooling all the available resources and giving priority to the specific problems found in specific socio-economic situations.

#### Integrated Tribal Development Projects

44. Within the tribal sub-plan area, the basic unit of planning and implementation was the Integrated Tribal Developmental Project. This was expected to be a homogeneous and viable unit of administration distinguished by the resource base of the area with its focus on the special needs of the inhabitants. The tribal sub-Plan was an aggregate of the Plans made for ITDPs incorporating the principle of planning from below.

45. The sub Plans prepared during the Fifth Plan covered approximately 65 per cent of the tribals in the country. After the adoption of the Modified Area Development Approach, many more tribals came within the compass of the Plan, and at present, approximately 75 per cent of the tribal population stands covered.

46. According to the guidelines issued by the Planning Commission for the preparation of tribal sub-plans, each ITDP was expected to be a viable area, and a unit of economic planning. However, in practice, these plans came to be mere disaggregations of the State level sectoral plans. The Planning Commission had desired that the process be started at the ITDP level which should then be aggregated into the State Tribal Sub-Plan. ITDPs were looked upon as suitable and convenient planning areas carved out at macro, meso or micro level which kept in view the various characteristics such as natural resources, physical features, existing level of development and other socio-economic considerations. However, we have not come across any case in which the plan formulation at the ITDP level has played any role whatsoever in the ultimate tribal sub-plan of the State concerned. In reality, plans for each ITDP area were either never undertaken or where they were attempted became purely academic exercises. From what we saw in the field, the tribal sub-plans in the States represent only a predetermined portion of the State Plan and are undistinguishable from

the latter either by the content of the programme or by a different approach or emphasis. The table at Appendix II indicates the population in the sub-plan area as compared to the State's total population and the financial allocation in the sub-plan compared to the total plan. A look at the figures brings out the fact that for a population of 8.17 per cent living in the tribal sub-plan areas, the various State Plans have earmarked only 7.83 per cent of the plan funds. Except in Bihar, Himachal Pradesh and West Bengal, all other States and Union Territories have deprived the tribal sub-plan areas of their due share in the plan resources. Being under-developed areas which have had no benefit from the earlier Plans, one would have expected a concerted thrust in development activities so as to narrow the wide gap and that, in fact, is the only logic behind the adoption of the tribal sub-plan strategy. But the statistics do not bear this out and we would urge on the Planning Commission to ensure a larger share of plan resources flowing to these comparatively backward areas.

47. One hundred eighty integrated tribal development projects have been initiated and they cover the entire geographical area coming under the tribal sub-plans. All the development investments at the project level were expected to be pooled together and all State activities came within its purview. The project was contemplated as an organisation in continuous response to emerging needs and not a combination of sectoral and schematic financial provisions as was the ultimate plight of the tribal development blocks.

48. Our observation in the field is that the concept behind the ITDP has neither been fully appreciated by the States nor is it operational as a unit of development or administration. In Madhya Pradesh, Bastar District alone has seven projects with an equivalent number of project officers. These project officers have, in fact, very little to do with the operation of the tribal sub-plan within their area. At the State level, all financial provisions meant for the tribal sub-plan area have been segregated and brought under a single budget head at the disposal of the tribal development commissioner. He, in turn, places the funds at the disposal of technical heads of departments at the State level indicating the break up to each project area. In this exercise, the project officer in charge of the ITDP plays no role. The heads of technical departments then proceed to execute the works falling within their respective jurisdiction. At the district level, there is a project implementation committee for each project area under the chairmanship of the Collector with the concerned project officer as the Member-Secretary and includes all district heads of various technical development departments. Since this committee also includes non-officials, a little bargaining regarding the location of schemes is unavoidable. The progress of implementation, however, is under the control of the technical officers who are answerable to their departmental heads. We had a dialogue

with several project officers and none, without exception, had any clear idea as to what was happening in his area. Like all other departments, the project officer had also been given some allotment at his disposal which was generally used for schemes which could not be accommodated elsewhere. The Collectors could use these funds as critical inputs to meet emergent needs. These funds, we were informed, were a part of the special central assistance being provided by the Government of India towards the tribal sub-plans.

to the project officer to implement certain minor works like culverts, repairs to school buildings which possibly could not be undertaken by any other department.

52. The question that arises is whether it is necessary to stick to the myth of the ITDPs which have failed to take off the ground. As units for planning and administration, they have totally failed; nor could they be expected to succeed. Looking to the draft project reports in some States, one could hardly distinguish them from a mere narration of the development potential of the area. The only merit these reports had was that they had at least attempted to compile a list of natural resources available within the area. Some socio-economic statistics were also very conveniently included in draft reports. The documents made interesting reading, but could hardly form the basis for development plans in any given time frame. Since they were not written with any financial allocation in mind, they sound more like a charter of demands. Planning from the bottom has been a slogan with us for the last two decades but no worthwhile plans either at the block level or at the district level have really emerged. With the repeated revisions of our plans, even at the national level, consequent on the uncertainty about financial resources, to expect any worthwhile planning at the district or block level seems too optimistic.

49. In Orissa, the picture was even less satisfactory. The concept of tribal sub-plan existed only at the State level. The district machinery devoted its attention only to the money at the disposal of the project officer. We were informed that the entire special central assistance is being placed at the disposal of the project officer who, under the control of the district collector and guided by the project implementation committee, places these funds at the disposal of the district heads of various development departments according to the programme approved by the Implementation Committee. Apart from this limited amount of funds from the special central assistance, the rest of the State Plan was completely out of the control or knowledge of the project officer or the collector of the district. So far as the State Plan is concerned, the various technical departments function in the sub-plan area in the same manner as in the rest of the State.

50. In West Bengal, the position was similar to Orissa, except that the project concept was completely abandoned in favour of the district concept. Though in theory a district had a number of projects, there was only one project officer placed with the collector who was given the total amount notionally calculated on the basis of the projects in the district. Here too, the collector and the project officer were concerned only with special central assistance and not with the total State Plan. There was only one implementation committee for the whole district comprising officials and non-officials. In practice how they ensured equitable share to each project area was never made clear to us. The preponderance of non-officials and the consequent political pressure, however, can be taken as a guarantee that the distribution was equitable somehow.

51. Bihar was the only state where the concept of the tribal sub-plan has been accepted in toto in as much as a sizeable portion of the State Plan has been earmarked for tribal areas which cover 14 projects. This aggregation however, operates only at the State level. At the project level, the project officer in Bihar was the most pitiable government functionary. He was neither informed nor made responsible for the implementation of the tribal sub-plan in his area, nor had he been given the portion of central special assistance as in Orissa. The special central assistance, very rightly, was not kept separate from the financial provisions in the State Plan. A meagre amount running into some thousands was given

53. It is recognised that even within a project area, socio-economic conditions are not identical throughout. To this extent the area comprising a project is somewhat arbitrary. We are convinced that any operational level between the block and the district will not succeed in the present conditions. We, therefore, recommend that the concept of the ITDP be abandoned and all efforts should now be concentrated at the well recognised and well established operational units like districts and blocks. The head of the district, the Collector/District Magistrate, Deputy Commissioner, is being saddled with increasing responsibility, and it is obvious that he needs assistance if he has to play his role of a coordinating agency effectively. Various States have given him the assistance of a special deputy commissioner/deputy development commissioner/joint director, etc. and we would recommend that the project officers in charge of ITDP be withdrawn, remobilised to assist the district head in the implementation of the tribal sub-plans.

54. At the State level, the performance of the Tribal Sub-Plans is monitored by the Tribal Development Commissioner who, in some cases, also acts as Secretary to the Government for Harijan and Tribal Welfare Departments. His effectiveness depends largely on the status he enjoyed and in some States visited by us he did not seem to carry much weight with the heads of technical departments whose activities he was supposed to coordinate and oversee. It is apparent

that the Tribal Development Commissioner performs in the tribal sub-plan areas the same functions as the Development Commissioner does elsewhere. The area of his concern and activity suffers from numerous handicaps like lack of infrastructure, inadequate and unwilling government functionaries and people who were neither enlightened nor vocal. In the administrative culture of this country, he can deliver the goods only if he enjoys a very high status. We were very happy to see the new innovative arrangement made in this behalf by the Government of Bihar. They have created a post of a Regional Development Commissioner who handles all the Plan finances in respect of sub-plan areas. He has a secretariat of his own equipped with technical personnel at Joint Director level and his own Financial Adviser. He has authority to sanction schemes (at present upto Rs. 15 lakhs for new schemes and Rs. 10 lakhs for ongoing schemes). This enables him to take speedy action. To be nearer to the people he serves, he has been physically located at Ranchi and not at the State Headquarters at Patna. With a greater delegation of powers he would virtually be the State Government so far as the tribal areas are concerned. We would wish the Government of Bihar to continue this innovative approach in a bold manner moving greater and greater responsibility from the State Secretariat to the Regional Development Commissioner's Secretariat and we wish other States to emulate the Bihar example. This pattern is specially suitable for States having sizeable tribal population spread over extensive area like Madhya Pradesh, Orissa, Maharashtra, Andhra Pradesh and Gujarat.

55. One significant aspect in the Tribal Plans noticed by us was inadequate emphasis on the development of infrastructure—physical, legal or institutional. For instance, in Madhya Pradesh, the provisions for development of communications, roads and bridges constituted only 9 per cent of the total tribal sub-plan funds. This reflects an inadequate appreciation of the value of road communications in the development of tribal areas. What makes the position even more untenable is the reason assigned for this pattern of financial allocation. All official documents dealing with tribal development whether at the State level or in the Central Government show an exaggerated fear of the exploitation of the tribals once they come in contact with the smarter and often unscrupulous outsiders. We were told in Madhya Pradesh that roads, unless directly connected to a specific economic activity, only expose the simple tribal to exploitation by the trader, contractor or liquor vendor. This sort of thinking inevitably leads, sometimes unconsciously, to hesitation in speedy opening of these areas. In the Fifth Plan sizeable portion of the tribal sub-plan went for the building of the infrastructure whereas the Government has now consciously and deliberately laid more emphasis on family oriented planning. We are of the opinion that the family oriented or the individual programmes are not likely to succeed in the absence of

adequate physical, financial and institutional framework. The safeguard against exploitation lies in increased literacy, increased exposure to outside world and not in seclusion.

### Education

56. In all States visited by us, spread of education among the tribals has been accorded due importance. In West Bengal, however, while the average literacy in the State is well above the national average, the literacy among the tribals is lagging behind other States like Bihar and Orissa. One point that we would like to make in respect of tribal education is that a child in a poor tribal family is looked upon as an economic asset and is expected to contribute to the family's kitty for day to day sustenance. On the other hand, he does not see any visible advantage from attending school. The drop out rate consequently is excessively high. While we are wedded to the principle of universal primary education, we have seen too many schools in tribal areas which have no building and no teachers. The one bright spot in the field of tribal education is the great popularity and a surprising degree of success when it comes to residential schools, generally called ashram schools. Ashram schools have succeeded so eminently because they are generally properly housed with adequate accommodation for teachers and provide free boarding facilities to the children. The cost involved is consequently very high. There was a persistent demand from all tribal leaders we met for more ashram schools. We feel that the number of such schools must be increased even if we have to go slow on opening traditional elementary schools which go largely unattended. What is needed is educated tribals and not merely literate tribals. In the light of this, we are highly appreciative of the decision taken by the Orissa Cabinet to have a residential school in every panchayat in the tribal sub-plan area.

57. Throughout the country, it has been noticed that the tribal boys and girls do not achieve a satisfactory standard in science and mathematics hampering their entry in technical and professional courses. This has something to do with the environment in which they live and the type of education they receive in our schools. Coaching classes and other means of assistance after the child has gone through the high school can never adequately remedy this handicap. The solution lies in ensuring adequate scientific inputs at middle school level itself.

58. A number of polytechnics and industrial training institutes have been started in the tribal areas and the products of these institutions are given assistance by way of tool kits, sewing machines, etc. so that they can pursue the profession which they have been taught. We found that the standard of this training was not very satisfactory and the introduction of various trades for teaching had no relationship with the employment avenues. The standard of teaching hardly equips the candidates for self-employment nor was he acquiring skills needed in the market.

There is a complete mismatch between the products of these institutions and the recruits needed by large sized projects like steel plants, etc., which are located in the tribal areas. Some coordination between the district authorities and the managements of these large projects should bridge this gap and provide worthwhile employment opportunities to the tribals.

59. One of the main handicaps in the educational system for the tribals is the paucity of teachers willing to work in tribal areas. There are thousands of one-teacher schools and this one-teacher is often missing. It is quite apparent that the non-tribal teachers would be reluctant to work in tribal areas with the result that there is a concentration of teachers in some towns. The far-flung areas go without any teachers. At the primary level, the situation is somewhat better since the recruitment is done with the district as a unit and local candidates can be expected to stick to their jobs in the rural areas. At the high schools, however, we found, e.g. in Bihar, that the recruitment of teachers is centralised at the State level at Patna only. The result is that while a large number of tribal candidates are qualified and willing to work as teachers, they find it difficult to respond to advertisements and appear for interviews at Patna. We recommend, that either the recruitment of high school teachers be decentralised with district or division as a unit or at least the recruitment and interviews be held at divisional headquarters within easy reach of tribal candidates.

60. State Governments have schemes to provide stipends to Scheduled Castes and Scheduled Tribes students. While the finances for post-matric students are provided by the Government of India, pre-matric stipends for day scholars and hostel residents are required to be paid from State Plan resources. Considerable importance is attached to this benefit, and we share the general concern that these facilities be maintained and augmented. In West Bengal, however, we found that the lack of financial resources was being advanced as a reason for either withdrawing or curtailing the scheme of pre-matric stipends. For the current year, no stipends had been paid to any student as the Government had yet to make up its mind whether to maintain the scheme in its present shape, or scale it down due to paucity of funds. In the meanwhile, even the most deserving poor students were going without aid. One could reasonably expect state governments to have a fair idea of their financial resources while formulating their budget proposals, and the exercise for determining the eligibility of the students for this benefit should be completed before the beginning of the academic year. The uncertainty about the receipt of stipends has led to an all pervasive gloom in the potential beneficiaries in West Bengal.

61. A universal problem in the field of stipends encountered in all the States was the system of their disbursement. Various methods have been adopted in the past. The heads of institutions

and headmasters were utilised for disbursement. The system was found to be unsatisfactory leading to large scale corruption. In Bihar, a system has been recently introduced whereby each student who is a recipient of a stipend has to open a savings account with the nearest post office where his stipend will be deposited. We were not at all surprised that the scheme has proved unsuccessful. In a country where the postal facilities are far from satisfactory, to expect each poor student to have a savings account in the post office is most unrealistic. The Government of Bihar is having second thoughts and we would urge that they consider this problem *de novo* and introduce a simple system which is appropriate to the rural and tribal environment.

#### Land Alienation

62. Almost in all States, laws have been passed prohibiting alienation of tribal lands to non-tribals. In some cases even transfer of land from one tribal to another is subject to the approval of the district authorities so that a tribal does not lose the land by clandestine or benami transactions. The laws go further and require restoration of land which has so passed in the past, the period varying from 20 to 30 years in different States. All transactions where land changed ownership during this period in the past have to be reviewed and land restored to the tribal if the original transaction was fraudulent. The progress for the restoration of such lands in the various States is indicated below.

63. In Bihar, 52,127 cases, involving an area of 76411 acres, have been registered and in 27,454 cases the decision is in favour of restoration of land to the tribal. The area in question is 32,636 acres. Getting this type of decision from the Government is one thing, but actual restoration of land is quite another. As a matter of fact, only 1774 acres have been actually physically restored to the tribals.

64. In West Bengal, the land restored is mere 1681 acres, in Madhya Pradesh 1500 acres and in Orissa 889 acres. In the face of a situation where very large areas have passed hands from the tribals to the non-tribals, the progress of work is rather dismal.

#### Major Industrial Projects

65. The tribals also lose their lands legally and legitimately by another method as well. Nature has fortunately endowed the tribal areas with the country's richest forests and mineral resources. The economic development of the country has necessarily to exploit these resources for the national good. In the process however, not much sympathetic understanding of the tribal's needs has been exhibited. Large scale industrial ventures, hydro-electric projects, irrigation dams involve displacement of the tribal and loss of land on which he has been completely dependent hitherto. His displacement seems to be inevitable, but the methods adopted for his rehabilitation certainly need improvement. Compensation for the land acquired is paid in a belated



manner and the money is soon spent without the tribal acquiring either the assets or the skills to take to a new life style. Some jobs are offered by the projects to the tribals whose lands have been acquired, but even this is temporary support and his family often left without a dependable means of livelihood.

66. The feeling against these large size projects in the tribal areas was so high that many tribal leaders looked upon their natural resources more as a curse than the boon of nature. The situation need not be as desperate as is made out to be. We noticed that the measures for the rehabilitation of the displaced tribals are initiated long after their land has been taken over for implementation of the projects. There is no planning at initial stages as to what will happen to the displaced land owners. We would recommend that at the stage of project formulation itself rehabilitation of displaced persons should form an essential part and rehabilitation measures should be initiated as soon as the implementation of the project is undertaken. The cost of the rehabilitation is a legitimate part of the project costs and should be recognised as such.

67. The tribal has hardly any skill other than eking out a bare sustenance from land. His rehabilitation therefore, should be accompanied by allotment of some alternate piece of land whenever practicable. We recognise that the supply of land is not unlimited and it may not always be practicable to rehabilitate displaced tribals on alternate sites by allotment of land. In such cases his training for some other vocation should be taken up while the project is being implemented, so that there is no intervention between his dispossession and his employment elsewhere.

68. A high level officer preferably from the concerned State Government should be in position as soon as the project implementation has commenced.

69. Advance planning for the rehabilitation of displaced tribals, however, is practicable when the land is acquired by the State Government authorities under the Land Acquisition Act. The power vested in the Government of India to acquire land for coal mining under the provisions of Coal Bearing Areas (Acquisition and Development) Act is being used today in a manner which makes it impracticable for the State Government to take any advance action in this behalf. These notifications are being issued without consultation with the State Government precluding them from taking effective measures for rehabilitating thousands of tribals so displaced. The coal companies have been attempting to provide support to the displaced persons by engaging them as unskilled labour, but they have not so far undertaken any training programme so that they are made capable of holding skilled and other responsible posts. Unless this is done the family of the displaced tribal will sooner or later relapse into utter poverty. The concerned

State Government should also be taken into confidence as soon as there is a proposal to acquire additional land for coal mining.

### Forest Policy

70. Tribals generally are denizens of forests and their life style is completely inter-woven and dependent on forests. It is only natural in this situation that they would resent introduction of any regulation which curtails their hitherto unlimited access to forests on which they subsist. In all the States visited by us and particularly in Madhya Pradesh and Bihar, there is a constant argument about the State Forest Department encroaching on the tribals' traditional freedom to exploit the forest resources. This simmering discontent has been used by some political parties and organisations to whip up the feelings of the tribals against the forest policies of the State Government. There seems to be an inadequate appreciation of the fact that forests are a national asset and certain restriction and regulation on their exploitation is imperative. It is unrealistic to propound the theory that, left to the tribals the forests will be preserved and saved from the depredations of exploiters, contractors and other interests. The experience in other States in India where forests are in the ownership of the community and not of the Government clearly shows that, having been exposed to money economy, tribals have lost their original innocence and are ready to fall a prey to the temptation of making a quick buck aided and abetted by unscrupulous outsider.

71. This realisation can be conveyed to the tribal in a convincing way only if his legitimate needs arising from his dependence on forests for his livelihood are fully recognised and are reflected in operational policies of the Government. One of the issues which led to serious repercussions was the alleged replacement of sal trees by eucalyptus plantations in Madhya Pradesh and Bihar. It is admitted that sal trees provide various economic benefits to the tribal. It should also be clear to all right thinking persons that the country's growing needs for timber for industrial use would need plantation of fast growing species like eucalyptus. Fortunately both these claims can be reconciled and this should have been done and unnecessary controversy and the resultant friction could have been avoided. Plantation of eucalyptus trees can certainly be taken up in a big way in new areas where social forestry programmes are being undertaken. There is no need to bring sal forests under eucalyptus. Our country has total forest area far below our minimum needs and extensive new areas will have to be brought under forests to meet ecological and commercial needs.

72. We heard a lot of complaints from the tribal leaders about the inadequate arrangement made by the forest department in Madhya Pradesh to supply to the tribal with bamboo and other timber for his own requirements. The forest department, however, claimed that the tribal

was as red of t      applie. at depots      by the forest department. We came away with the impression that the number of depots started is inadequate necessitating the tribal to travel long distances for the timber to meet his personal requirements. A sympathetic approach and extension of this facility even by incurring some extra expenditure will be worth our while.

### Personnel Policy

73. Various Committees and Commissions which have studied and commented on tribal development efforts in the country have laid great stress on the availability of properly oriented dedicated personnel to implement the various development schemes. We feel incentives, monetary or otherwise can motivate public servants to discharge their duties towards the tribals. We were informed by a number of State Governments that some incentive schemes providing financial advantage to public servants working in the tribal areas are under consideration. The incentive under contemplation, however, did not seem generous enough to compensate the Government servant for the inconvenience and handicaps which service in tribal areas admittedly involves.

74. One of the main drawbacks which makes service in tribal areas unattractive is the absence of adequate living accommodation. We were informed that the State Governments do not have adequate financial resources to construct residential quarters. On the other hand, the Planning Commission does not permit them to consider the cost of staff quarters as a legitimate charge on plan resources. We think this is a short sighted policy. The cost of staff quarters is a legitimate burden on plan resources specially in tribal areas which are, for the first time, coming to have the advantage of modern administration. By spending 10 per cent of the plan money on staff quarters, we will be only guaranteeing fruitful utilisation of the remaining 90 per cent. We, therefore, recommend that from now the cost of staff quarters be included as a part of the State Plan and considered as essential administrative infrastructure for plan implementation.

75. Another factor which inhibits government servants of integrity and proven competence to volunteer for service in tribal areas is the lack of educational facilities for their children. Quite understandably they attach great importance to providing education of a reasonable standard to their wards and are consequently forced to leave their families at State headquarters or other big towns when they are posted to tribal areas. Having left the families away from their places of posting, their main concern is to get a transfer outside the tribal areas. To our mind, the problem has not been tackled in a bold manner. We see no unsurmountable difficulty, physical or financial, in opening some residential high schools, on the pattern of Central Schools, in district headquarters and other big towns specially designed for the wards of government personnel

posted to tribal areas. These wards should not be given admission to these schools and attached hostels, but given free education as well. Saving on these small items is false economy resulting in either non-use or misuse of plan funds earmarked for the tribals owing to the lack of interest in the functionaries entrusted with implementation of plan schemes. Similarly we see no reason why some seats in medical and engineering colleges within the State are not reserved exclusively for the wards of Government personnel working in tribal areas. This does not cost anything in terms of money and will go a long way to make the service in tribal areas attractive to competent officers. While there is reservation of seats for scheduled castes and scheduled tribes, we see no reason why some concessions cannot be offered to personnel who are expected to dedicate themselves to their upliftment.

### Credit

76. The money lender has been described as the greatest curse for the tribal. In return for paltry credit, the tribals have ended up losing their lands. In the process the tribal also fails to get adequate price for the commodities which he has to offer, generally minor forest products.

The State Governments have organised large area multipurpose societies (LAMPS). Their performance, however, was very poor. In all States visited by us the State officers informed us that the cooperative structure in the tribal areas is extremely weak. Because of this, not only have these cooperatives failed to extend adequate credit for productive purposes to the tribals, but they have also failed in carrying out the other jobs entrusted to them viz., purchase of agricultural and minor forest produce from the tribals. They are also required to run fair price shops to supply essential consumer goods at reasonable prices in the far flung tribal areas. We were informed that their financial position is too weak to carry out any of these activities satisfactorily. In Bihar, for instance, out of the total of 472 LAMPS, only 92 were found financially viable and capable of acting as agents of the State Forest Development Corporation, and the Lac Corporation for purchase of minor forest products.

### Marketing Facilities

77. State Governments have created a number of Corporations variously styled as Tribal Co-operative Development Corporations, Forest Development Corporations, etc., to purchase agricultural and minor forest produce from the tribals so as to ensure a reasonable price for them and free them from the malpractices of the traders. In Madhya Pradesh the Forest Department itself undertakes purchase of tendu leaves, whereas the Tribal Co-operative Development Federation deals in sal seeds, gum-tamarind, karanjee and other forest products. In West Bengal and Orissa, the Tribal Co-operative Development Corporations have been given

the monopoly to handle all commodities. In Bihar the Forest Department, the Bihar State Forest Development Corporation, the Tribal Cooperative Development Corporation and the Bihar State Cooperative Lac Marketing Federation are entrusted with these activities. In practice, all these organisations utilise either the LAMPS or private agents to perform this task. The LAMPS, in their turn, appoint agents since they possibly cannot reach the tribals in the entire area in their jurisdiction. In many places we heard the complaint that these agents were the same people as the munshis of the erstwhile traders who have been exploiting the tribals over decades. The Government representatives stoutly denied this charge, but in the course of joint verification it transpired that in many places LAMPS were using the erstwhile traders or their nominees for the purpose. In this type of arrangement there is no guarantee that the tribal actually receives the price fixed by the Government even if we ignore the complaint that the price fixed by the Government was well below the ruling market price. These operations are seasonal in nature, and there is no dearth of educated tribal young men who are looking for work. The least that should be ensured is that only tribals are employed as such agents.

78. Dealing in sal seeds is the most lucrative business and here we must note one of the less satisfactory aspects of the manner in which State agencies are handling the problem. Both in Orissa and in West Bengal, while the procurement and purchase of sal seeds from the tribal is the monopoly of the State Corporations, its disposal is not at the discretion of the Corporation, but is managed by the State Government by means of inviting tenders. It was explained to us that this was being done in the interest of providing adequate raw materials to oil extraction industrial units set up within the State. We have nothing against meeting the raw material requirements

of industrial units, but the situation is certainly detrimental to the interests of the tribal for whose benefit the marketing activity was taken up by the Government. The present arrangement suffers from two drawbacks :

- (a) by securing sale proceeds far below the market rate the tribal is being deprived of a more remunerative price which he could secure,
- (b) the State Corporation fails to make a sizeable profit on the sale of sal seeds which would enable it to write off the losses incurred in the handling of other less remunerative commodities.

The basic logic behind Government intervention in this field is to provide reasonable price for these commodities to the producer and protect him from violent fluctuations in market price often brought about by manipulation of traders. It is expected that the losses incurred by a Government agency in some deals will be made good by profit on other commodities. To take away the most lucrative items from the State Corporations will only undermine their financial viability and soon the corporations will have to fold up leaving the tribal to the mercy of traders and manipulators. We would urge upon the State Governments to reconsider their present practice so that the tribal gets a fair price and the State Corporations continue to be a solvent.

(Sd)

(K. RAJAMALLU)

Chairman

1-10-82

(Sd)

(HOKISHE SEMA)

Member

1-10-82

# APPENDIX I

Sl. No.	State/Union Territory	Total land distributed (in lac acres)	Land distributed in lac acres to scheduled castes (% of total land distributed shown in brackets)	Total beneficiaries (in lacs)	SC beneficiaries (percentage)
1	2	3	4	5	6
1.	Andhra Pradesh . . . . .	3.02	1.43(47.35)	2.08	1.03(43.51)
2.	Assam . . . . .	3.17	0.27(8.51)	2.54	0.23(9.05)
3.	Bihar . . . . .	1.38	*0.76(55.07)	1.53	0.85(55.55)
4.	Gujarat . . . . .	0.05	0.04(80.00)	0.013	0.01(76.92)
5.	Haryana . . . . .	0.18	0.09(50.00)	0.05	0.03(60.00)
6.	Himachal Pradesh . . . . .	0.04	0.03(75.00)	0.05	0.03(60.00)
7.	Karnataka . . . . .	0.56	0.30(53.57)	0.12	0.07(58.33)
8.	Kerala . . . . .	0.52	0.19(36.53)	0.85	0.34(40.00)
9.	Madhya Pradesh . . . . .	0.80	0.20(25.00)	0.32	0.09(28.12)
10.	Maharashtra . . . . .	2.82	0.92(32.62)	0.77	0.25(32.46)
11.	Orissa . . . . .	1.02	0.31(30.39)	0.77	0.26(33.76)
12.	Punjab . . . . .	0.12	0.06(50.00)	0.03	0.01(33.33)
13.	Rajasthan . . . . .	1.22	0.43(35.24)	0.26	0.11(42.30)
14.	Tamil Nadu . . . . .	0.58	0.18(31.03)	0.38	0.17(44.73)
15.	Tripura . . . . .	0.01	0.002(20.00)	0.009	0.002(22.22)
16.	Uttar Pradesh . . . . .	2.32	1.38(59.48)	1.89	*1.39(73.54)
17.	West Bengal . . . . .	0.56	*0.23(41.07)	1.66	0.68(40.96)
18.	Dadra & Nagar Haveli . . . . .	0.03	0.0001(0.29)	0.002	0.0001(0.5)
19.	Pondicherry . . . . .	0.01	0.006(60.00)	0.01	0.007(70.80)
	Total	18.41	6.828(37%)	13.344	5.5591(41.70%)

\*Estimated figures.

## APPENDIX II

### Tribal Sub-Plan

[Population in lakhs : Amount Rs. in lakhs]

Sl. No.	State/Union Territory	Total population	ST population	% ST to total population	Sub-Plan Area		Plan outlays in VI Plan			
					Total population	%age of col 6 to col 3	ST population (pre-revised)	State Plan	Flow to TSP	Percentage
1	2	3	4	5	6	7	8	9	10	11
1.	Andhra Pradesh	435.03	22.26	5.12	17.88	4.11	9.11	3,10,000	13,949	4.50
2.	Assam	141.70	13.44	9.48	17.67	12.47	9.67	1,11,500	12,015	10.78
3.	Bihar	563.33	49.33	8.75	74.93	13.29	37.86	3,22,500	62,526	19.39
4.	Gujarat	266.97	37.57	14.07	39.23	14.69	27.04	3,68,000	47,729	12.97
5.	Himachal Pradesh	34.60	1.42	4.10	1.14	3.29	0.84	56,000	4,491	8.02
6.	Karnataka	292.99	2.62	0.89	21.25	7.25	1.00	1,26,500	2,380	1.05
7.	Kerala	213.47	1.93	0.90	1.15	0.53	0.74	1,55,000	1,935	1.25
8.	Madhya Pradesh	416.54	98.15	23.56	105.85	25.41	62.72	3,80,000	62,900	16.55
9.	Maharashtra	504.12	33.41	7.62	29.96	5.94	18.47	6,17,500	29,885	4.83
10.	Manipur	10.73	3.34	31.13	3.48	32.43	3.13	24,000	7,596	31.65
11.	Orissa	219.45	50.75	23.13	62.25	28.36	34.70	1,50,000	38,544	25.70
12.	Rajasthan	257.66	31.35	12.17	20.93	8.12	13.65	2,02,500	20,266	10.01
13.	Tamil Nadu	411.99	4.50	1.09	2.17	0.52	1.45	3,15,000	1,698	0.54
14.	Tirpura	15.56	4.51	28.98	4.92	31.61	3.44	24,500	*4,900	20.00
15.	Uttar Pradesh	883.41	1.99	0.23	0.16	0.01	0.15	5,85,000	223	0.04
16.	West Bengal	443.12	26.03	5.87	14.89	3.36	10.42	3,50,000	18,033	5.15
17.	Sikkim	2.10	0.52	24.76	0.13	6.19	0.12	3,701	431	11.65
18.	Andaman & Nicobar Islands	1.15	0.18	15.65	0.22	19.13	0.18	9,660	1,548	16.02
19.	Goa UT	9.58	0.07	0.82	0.39	4.54	0.07	19,200	151	0.78
	Total	5122.70	388.37	7.58	418.60	8.17	234.76	42,30,561	3,31,200	7.83

\*Provisional.

# CHAPTER IV

## ECONOMIC DEVELOPMENT

### Industrial Classification of Scheduled Caste and Scheduled Tribe Workers as per 1981 Census and its comparison with 1961 and 1971 Censuses

According to 1981 Census, the Scheduled Caste (10,47,54,623) and Scheduled Tribes (5,16,28,638) constituted 15.75 percent and 7.76 percent of the country's population as compared with 14.47 percent and 6.80 percent as per 1961 Census and 14.82 percent and 6.82 percent as per 1971 Census.

4.2 For any programme of economic development, it is imperative to know the broad trends in the latest industrial classification of workers as also their mobility from one category of occupation to another. In the 1971 Census, workers were classified into nine industrial categories in the Primary Census Abstract as (I) Cultivators, (II) Agricultural Labourers, (III) Livestock,

Forestry, Fishing, Hunting and Plantations, Orchards and Allied Activities, (IV) Mining and quarrying, (V) Manufacturing, Processing, Servicing and Repairs (a) as Household Industry, (b) Other than Household Industry, (VI) Construction, (VII) Trade and Commerce, (VIII) Transport, Storage and Communications, (IX) Other Services.

4.3 In the 1981 Census, in the Primary Census Abstract, the data for main workers have been presented only for the four categories: cultivators, agricultural labourers, household industry workers and other workers. In the category 'other workers' data of categories III, IV, V(b), VI to IX mentioned earlier have been clubbed together and presented. The comparative industrial classification of general, Scheduled Castes and Scheduled Tribes working population according to 1961, 1971 and 1981 Censuses is given below :

TABLE 1

Industrial Classification of General, SC & ST working population according to 1961, 1971 and 1981 Censuses

ALL INDIA								
Sl. No.	Category of workers	1961	1971	1981	decadal variation		SCH. CASTES	
1	2	3	4	5	1961-71	1971-81	6	7
1	Cultivators	99,528,313 (52.78)	78,267,087 (43.38)	91,394,401 (41.53)	(-)9.40	(-)1.85	11,449,164 (37.76)	8,101,567 (27.87)
2	Agricultural Labourers	31,519,411 (16.71)	47,493,990 (26.32)	55,371,408 (25.16)	(+)9.61	(-)1.11	10,453,364 (34.48)	15,044,761 (51.74)
3	Household Industry workers	12,030,713 (6.38)	6,352,120 (3.55)	8,790,176 (3.99)	(-)2.83	(+)0.44	1,989,004 (6.56)	967,225 (3.33)
4	Other workers	45,493,105 (24.13)	48,372,209 (26.75)	64,526,549 (29.32)	(+)2.62	(+)2.57	6,426,417 (21.20)	4,957,806 (17.06)
	Total	188,571,542 (100.00)	180,485,406 (100.00)	220,082,531 (100.00)			30,317,949 (100.00)	29,071,359 (100.00)

SCH. CASTES								
SCHEDULED TRIBES								
Sl. No.	Category of workers	10	11	12	13	14	15	16
1	2	10	11	12	13	14	15	16
1	Cultivators	10,661,128 (28.17)	(-)9.89	(+)0.30	11,538,190 (68.18)	8,418,491 (57.56)	11,954,765 (54.43)	(-)10.62
2	Agricultural Labourers	18,249,360 (48.22)	(+)17.26	(-)3.52	3,334,604 (19.71)	4,832,427 (33.04)	7,174,898 (32.67)	(+)13.33
3	Household Industry workers	1,252,502 (3.31)	(-)3.23	(-)0.02	417,540 (2.47)	150,486 (1.03)	311,865 (1.42)	(-)1.44
4	Other workers	7,681,578 (20.30)	(-)4.14	(+)3.24	1,632,157 (9.64)	1,223,037 (8.37)	2,522,160 (11.84)	(-)1.27
	Total	37,844,568 (100.00)			16,922,481 (100.00)	14,624,441 (100.00)	21,963,688 (100.00)	(+)3.11

4.4 The variation in respect of occupational mobility of workers in the 1961-71 and 1971-81 decades for Scheduled Castes and Scheduled Tribes has been analysed and is given below :

### I. Scheduled Castes

1. **Cultivators** : The decline in the percentage of cultivators in the general population and Scheduled Castes during 1961-71 decade is almost similar in as much as the difference between the two is merely 0.49%, while there has been a net decadal increase of 0.30% in 1971-81 Census. This encouraging trend is obviously on account of the enforcement of legislative and executive measures for allotment of ceiling surplus and Government waste lands to the landless Scheduled Caste persons.

2. **Agricultural labourers** : There has been a decadal decline in the percentage of scheduled castes in agricultural labourers during 1971-81 decade when compared with their sharp increase of 17.26 percent during 1961-71 decade. Their number has happily declined due to implementation of land laws and other development programmes during 1971-81 decade.

3. **Household Industry Workers** : The decadal decline in the percentage engaged in household industries during 1961-71 being 12.83% is almost four times the decline of their Scheduled Caste counterparts during the subsequent decade. However, it is worth noting that while there has been an increase in the number of workers under household industry category in the general population by 0.44%, there has been a decrease of 0.02% among the Scheduled Caste workers under the category during the decade 1971-81.

4. **Other workers** : While the number of other workers among general population has increased almost equally during 1961-71 and 1971-81 decades, there has been a decline of 4.14% in 1961-71 decade followed by an increase of 3.24% during the subsequent decades among Scheduled Castes. This is a happy trend which inter-alia reveals that due to developmental programmes undertaken through special component plan for them and increase in their literacy rate, there has been vertical occupational mobility of Scheduled Castes from traditional occupations to other sectors like industrial, Hydro-electric projects, etc.

### II. Scheduled Tribes

1. **Cultivators** : The percentage decline of cultivators among general population and Scheduled Tribes during the two decades under study is almost similar. However, it is observed that the decline of 3.13% cultivators among Scheduled Tribes in the 1971-81 decade is almost double the decline of cultivators among the general population during the preceding decade. It shows that despite the legislation in force against alienation of land from tribals to non-tribals, a fair proportion of them has either been dispossessed

of their lands or parted with their lands due to some other reasons. The construction of hydro-electric and industrial projects in tribal areas must have also caused such displacements. This matter, however, deserves to be studied in depth.

2. **Agricultural labourers** : The percentage of increase in the agricultural labourers during 1961-71 decade is more among the Scheduled Tribes and the general population which was, however, reversed during 1971-81 decade according to which the percentage decline in agricultural labourers is 0.37% among Scheduled Tribes as against 1.11% among the general population. Their mobility to other sectors is a welcome sign.

3. **Household industry workers** : There has been a nominal decline and increase in the household industry workers among Scheduled Tribes and general population during 1961-71 and 1971-81 decades respectively, which calls for no comments.

4. **Other workers** : The 1961-71 decade has recorded a net increase of 2.62% of other workers among general population when compared with their net decline of 1.27% among Scheduled Tribes. As against this, there has been a net increase of 3.11% among Scheduled Tribe 'other workers' during 1971-81 decade when compared with an increase of 2.62% among the general population during the previous decade. This is probably due to better job opportunities for the Scheduled Tribes in certain occupations consequent upon the implementation of the Tribal Sub Plan and their vertical mobility to various occupations under this category due to increase in their literacy rate (16.35% in 1981 as compared to 11.30% in 1971).

4.5 The occupational mobility of the Scheduled Castes and Scheduled Tribes in the different States/UTs during the 1971-81 decade as indicated through industrial classification of general, Scheduled Caste and Scheduled Tribe working population has been given in Annexure I.

### Special Component Plan for Scheduled Castes

4.6 The developmental programmes for the Scheduled Castes upto the Fourth Plan were mainly included in the Welfare of Backward Classes Sector which was meant only as a supplement to the total developmental effort under the general sectors of development. Though the Government had been stressing that the Scheduled Castes should be given their due share in the general sectors of development and later desired that each sector should earmark funds separately for these disadvantaged groups, nothing very tangible happened for more than two decades. A clear strategy with the concept of Special Component Plan for the Scheduled Castes (SCP) was evolved during 1978-79. In November 1978 the Ministry of Home Affairs issued guidelines to the State Governments and the Central Ministries. On 12-3-1980, the Prime Minister addressed



an important letter to the Chief Ministers and the Central Ministers, outlining the objectives and strategies of the SCP.

improvement in their working and living conditions is to be brought about by removing the lag in various social services available to the Scheduled Caste families and habitations and bastees in the Plan period.

4.7 The Working Group on the Development of Scheduled Castes during the Sixth Plan period (1980-85) set up by the Planning Commission laid down the general objectives of development of the Scheduled Castes in its Report (September 1980). It stated, inter-alia that at least 50% of the Scheduled Caste families in the country should be enabled to cross over the poverty line in the Sixth Plan period, through comprehensive and integrated family-oriented programmes of economic development. The lag in educational levels of the Scheduled Castes is to be removed in the Sixth Plan period. A significant and tangible

4.8 In the Sixth Plan period, SCPs have been prepared by 20 States and 4 Union Territories. (These Plans were not formulated for the predominantly tribal States of Meghalaya and Nagaland and the Union Territories of Andaman and Nicobar Islands, Arunachal Pradesh, Dadra and Nagar Haveli, Lakshadweep and Mizoram.) However all these 24 States/Union Territories did not start their SCPs in the first year of the Sixth Plan and some of them did so in later years as will be seen from the following table :

TABLE 2

1979-80 (last year of Fifth Plan)	Andhra Pradesh, Assam, Bihar, Gujarat, Haryana, Himachal Pradesh, Karnataka, Kerala, Madhya Pradesh, Maharashtra, Manipur, Orissa, Punjab, Rajasthan, Tripura, Uttar Pradesh, West Bengal, Pondicherry.
1980-81 (first year of Sixth Plan)	Tamil Nadu, Delhi
1981-82 (Second year of Sixth Plan)	Sikkim, Chandigarh
1982-83 (third year of Sixth Plan)	Jammu & Kashmir, Goa, Daman & Diu

4.9 The state-wise Plan outlays and funds earmarked for the SCP by the States/UTs as well as the proposed Special Central Assistance

(SCA) during the Sixth Plan are given in the following table :

TABLE 3

S. No.	State/UT.	%age of SC to total population in State/UT in 1971 (revised)	State Plan	Flow to SCP	%age of Col. 5 to Col. 4	SCA (Rs. in lakhs)
1	2	3	4	5	6	7
1.	Andhra Pradesh	13.37	3,10,000	33,872	10.93	4,044
2.	Assam	6.10	1,15,000	1,687	1.47	642
3.	Bihar	14.88	3,22,500	41,719	12.94	6,092
4.	Gujarat	7.08	3,68,000	25,946	7.05	1,290
5.	Haryana	18.89	1,80,000	17,785	9.88	1,272
6.	Himachal Pradesh	23.35	56,000	6,160	11.00	552
7.	Jammu & Kashmir	8.25	NA	NA	NA	230
8.	Karnataka	14.60	2,26,500	32,500	15.11	2,946
9.	Kerala	9.38	1,55,000	11,000	7.13	1,386
10.	Madhya Pradesh	13.81	3,80,000	29,761	7.83	4,074
11.	Maharashtra	6.30	6,17,500	32,360	5.24	4,350
12.	Manipur	1.49	24,000	387	1.61	20
13.	Orissa	15.07	1,50,000	16,255	10.84	2,334
14.	Punjab	24.71	1,95,700	17,305	8.84	2,244
15.	Rajasthan	16.36	2,02,500	24,922	12.31	2,958
16.	Sikkim	4.29	12,200	87	0.71	6
17.	Tamil Nadu	17.81	3,15,000	56,067	17.80	5,100
18.	Tripura	12.40	24,500	1,233	5.03	141
19.	Uttar Pradesh	21.62	5,85,000	59,732	10.21	13,656
20.	West Bengal	20.08	3,50,000	30,479	8.71	6,132
21.	Chandigarh	11.28	10,075	331	3.29	25
22.	Delhi	15.64	80,000	5,657	7.07	300
23.	Goa, Daman & Diu	1.86	NA	NA	NA	12
24.	Pondicherry	15.47	7,155	1,216	17.00	30
Total		15.11	46,86,630	4,46,461	9.53	59,816*

\*With a reserve of Rs. 184 lakhs, the tentative allocation of SCA for the Sixth Plan period is Rs. 600 crores.



It would be observed from the above table that in a majority of the States, the proposed flow to the SCP from the State Plan outlay during the Sixth Plan is less than the proportion of the Scheduled Caste population in the State's total population.

4.10 The State Plan outlay, flow to the SCP and Special Central Assistance in the 24 SCP States/UTs during 1980-81, 1981-82 and 1982-83 have been given in Annexure II. It will be seen therefrom that during the first three years of the Sixth Plan, the flow from the State Plans to the Special Component Plans has been as follows :

TABLE 4

(Rs. in crores)

Year	No. of States/ UTs	Plan outlay of SCP States/ UTs	Flow to SCP out of State Plan to Col. 3 Outlays	%age of Col. 4 to Col. 3
1	2	3	4	5
1980-81	20	6,554.25	548.94	8.38
1981-82	22	8,117.31	664.18	8.18
1982-83	24	9,445.49	674.84	7.14
Total		24,117.05	1,887.96	7.83

It will be seen that the percentage of flow from the States' Plans to the SCP for the country as a whole has shown a downward trend, though in terms of outlays, there has been a steady increase. However, these SCP outlays do not quite correctly reflect the benefits accruing to the Scheduled Castes because these include several infrastructure sectors which are indivisible, but wherein flow to the SCP is shown notionally.

### Quantification for SCP

4.11 The Central Ministries and the State Governments were required to quantify and earmark funds for the SCP under each of the sectoral programmes. The Budget of each sector was required to be classified into indivisible and divisible pools. It is understood that the size of the SCP could not be increased by the States/UTs as it was not found feasible to earmark funds out of non-divisible schemes/sectors. The Commission are of the view that there is a need to draw up an agreed list of schemes/programmes falling in the divisible pool in consultation with the Central Ministries and the State Governments in order to ensure that quantification for the SCP is done realistically in all divisible areas. Guidelines may also be designed to ensure that, other factors being equal, preference is given to the areas predominantly inhabited by the Scheduled Castes for the location of indivisible projects. Guidelines may also cover the operational details of indivisible projects and schemes with a view to ensure that adequate benefits from them actually flow to the target groups. Notional quantification may be avoided, as far as possible.

### Utilisation

4.12 Information about actual expenditure under the SCP during 1982-83 could not be made available by the Ministry of Home Affairs. However, on the basis of the information made available by them, the outlay and the actual expenditure under the SCP during 1980-81 and 1981-82 were as follows :

TABLE 5

(Rs. in lakhs)

Sl. No.	State/UT	1980-81			1981-82		
		SCP outlay (Departmental figures)	Exp.	%age of Col. 4 to Col. 3	SCP outlay (Departmental figures)	Exp.	%age of Col. 7 to Col. 6
1	2	3	4	5	6	7	8
1.	Andhra Pradesh	4,410.00	3,667.41	83.16	5,184.12	3,810.73	73.51
2.	Assam	174.46	133.56	76.56	317.21	289.22	91.18
3.	Bihar	3,618.00	3,207.00	88.64	5,034.92	2,567.73	51.00
4.	Gujarat	2,382.00	1,351.93	56.76	2,506.01	2,066.90	82.48
5.	Haryana	2,851.00	2,760.99	96.84	3,470.72	2,910.99	83.87
6.	Himachal Pradesh	679.00	630.28	92.82	1,169.59	1,102.71	94.28
7.	Karnataka	5,995.00	4,619.93	77.06	5,245.41	4,459.10	85.01
8.	Kerala	1,728.00	1,463.65	84.70	2,107.62	1,567.66	74.38
9.	Madhya Pradesh	4,022.72	3,124.77	77.68	4,376.77	3,212.64	73.40
10.	Maharashtra	2,276.00	1,289.56	56.66	4,265.41	2,054.12	48.16
11.	Manipur	49.41	46.42	93.95	88.66	59.55	67.17
12.	Orissa	1,598.76	1,417.32	88.65	2,861.77	1,920.58	67.11
13.	Punjab	2,857.00	2,162.02	75.67	2,147.95	1,794.26	83.53
14.	Rajasthan	4,010.00	3,041.81	75.85	3,206.84	2,699.72	84.19
15.	Sikkim	..	..	..	27.01	27.01	100.00
16.	Tamil Nadu	6,775.00	2,876.59	42.46	8,091.24	7,085.12	87.56
17.	Tripura	190.50	151.02	79.36	320.10	222.23	69.42
18.	Uttar Pradesh	6,112.00	5,482.61	89.70	10,330.54	8,648.86	83.72
19.	West Bengal	3,251.00	2,856.64	87.87	4,385.14	2,694.80	61.45
20.	Chandigarh	..	..	..	64.43	50.04	77.66
21.	Delhi	1,044.00	506.08	48.47	982.35	977.52	99.51
22.	Pondicherry	155.28	122.94	79.51	238.91	195.54	81.85
Total		54,178.93	40,912.53	75.51	66,422.72	50,417.03	75.90

It would be seen that whereas Gujarat, Tamil Nadu and Delhi vastly improved the position of utilisation during the second year of the Sixth Plan, there was drastic reduction in the rate of utilisation in Bihar, Manipur, Orissa and West Bengal. The position has not been satisfactory in Maharashtra also. These States may examine the causes of poor utilisation and take remedial measures.

### Special Central Assistance

4.13 The Ministry of Home Affairs wrote to the State Governments on 14-1-82 that the Special Central Assistance (SCA) was meant exclusively for income generating economic development schemes and should have the greatest possible impact on income generating programmes for crossing the poverty line. In conjunction with State sectoral Special Component Plans and other sources of funds, there should be optimal and

effective utilisation of SCA and ad hoc distribution of SCA must be eschewed. Part of SCA is meant for benefiting the specially vulnerable groups, viz. scavengers and sweepers, bonded labourers and Nomadic/Semi-nomadic and Denotified Communities. For the Sixth Plan, the allocation approved by the Planning Commission is Rs. 600 crores. During the first three years of the Sixth Plan period, the funds released under SCA were to the tune of Rs. 100 crores, Rs. 110 crores and Rs. 120 crores respectively. The amounts of SCA released to the various States/UTs during these three years have been shown in columns 6, 10 and 14 of Annexure II, as referred to in para 4.10. The actual expenditure figures against these releases were not available with the Ministry of Home Affairs. But on the basis of the SCP documents of the following States/UTs, the expenditure figures under SCA are as follows :

TABLE 6

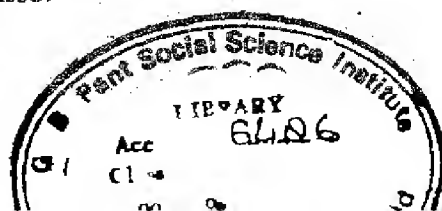
(Rs. in lakhs)

Sl. No.	State/UT	SCA Release 1980-81 to 1982-83	Expenditure			Total of Cols. 4-6	%age of Col. 7 to Col. 3
			1980-81	1981-82	1982-83		
1	2	3	4	5	6	7	8
1.	Assam . . . . .	293.71	62.49	82.59	125.01	270.09	91.96
2.	Bihar . . . . .	3,084.91	515.43	292.30	478.49	1,286.22	41.69
3.	Gujarat . . . . .	729.42	56.94	185.65	137.82	380.41	52.15
4.	Haryana . . . . .	716.27	..	261.00	254.42	515.42	71.96
5.	Himachal Pradesh . . . . .	321.50	79.93	119.42	127.24	326.59	101.58
6.	Karnataka . . . . .	2,019.83	495.40	650.70	819.08	1,965.18	97.29
7.	Mahdya Pradesh . . . . .	2,129.71	643.93	539.75	884.91	2,068.59	97.13
8.	Orissa . . . . .	1,367.74	388.52	499.01	480.17	1,367.70	100.00
9.	Punjab . . . . .	1,347.28	278.37	356.89	NA	635.26	47.15
10.	Tripura . . . . .	79.56	19.71	NA	24.97	44.68	56.16
11.	Uttar Pradesh . . . . .	7,984.29	513.00	2,528.00	3,646.00	6,687.00	83.75
12.	West Bengal . . . . .	3,040.73	1,043.18	943.20	928.76*	2,915.14	95.87
13.	Delhi . . . . .	188.50	53.59	57.95	66.91	178.45	94.67
14.	Pondicherry . . . . .	29.09	0.99	1.31	2.57	4.87	16.74
Total . . . . .		23,332.54	4,151.48	6,517.77	7,976.35	18,645.60	79.91

\*Departmental Figures.

It cannot be said with certainty that the amounts shown in columns 4 to 6 of the above table were actually spent. There is a practice in many States of showing an amount as actual expenditure as soon as the Department dealing with the Welfare of the Scheduled Castes allocates or transfers

funds to the implementing departments or agencies. The Ministry of Home Affairs may issue guidelines to ensure that funds actually spent are only shown as utilised and the funds which are merely transferred are not shown as utilised.



### Physical achievements

4.14 The target during the Sixth Plan was to enable 96.45 lakh scheduled caste families to cross over the poverty line. During the first three years of the Sixth Plan period, the number of Scheduled Caste families benefited under the SCP was as follows :

TABLE 7

S. No.	State/UT	1980-81	1981-82	1982-83
1	2	3	4	5
1.	Andhra Pradesh	66,241	1,38,000	2,54,000
2.	Assam	9,549	18,317	22,289
3.	Bihar	54,850	89,904	1,48,514
4.	Gujarat	46,000	55,000	64,315
5.	Haryana	18,703	55,396	60,124
6.	Himachal Pradesh	12,711	21,335	24,490
7.	Jammu & Kashmir	*	*	4,000
8.	Karnataka	57,986	1,18,030	1,36,836
9.	Kerala	NA	48,850	NA
10.	Madhya Pradesh	35,902	1,72,000	1,37,000
11.	Maharashtra	33,007	1,15,940	2,06,000
12.	Manipur	NA	235	NA
13.	Orissa	50,998	52,772	96,576
14.	Punjab	NA	90,000	54,000
15.	Rajasthan	45,651	83,400	1,02,500
16.	Sikkim	*	340	948
17.	Tamil Nadu	77,823	1,22,360	1,30,000
18.	Tripura	3,001	5,000	5,092
19.	Uttar Pradesh	1,56,769	4,50,000	4,12,000
20.	West Bengal	NA	1,63,643	2,54,000
21.	Chandigarh	*	NA	328
22.	Delhi	3,374	5,959	10,418
23.	Goa, Daman & Diu	*	*	NA
24.	Pondicherry	138	2,000	1,675
Total		6,72,703	18,00,481	21,25,105

\*SCP not prepared.

It may be noted that during the first three years of the Sixth Plan, the coverage was 45.98 lakh Scheduled Caste families. But an element of multiple counting in these figures cannot be ruled out. Moreover, it cannot also be stated with certainty that all these families did cross the poverty line.

4.15 Besides assisting the Scheduled Caste families below the poverty line, the other important aspect of the SCP is the provision of facilities/services to Scheduled Caste bastees, e.g. drinking water, street lighting, link roads, sanitation, etc. in a systematic and planned manner. The Governments of Madhya Pradesh, Maharashtra, Tamil Nadu, Uttar Pradesh, etc. have issued orders that in future all new community facilities proposed to be provided in a village should be located in the Scheduled Caste bastees. This serves the objective of promoting social

integration while removing the scope for discrimination against members of the Scheduled Castes and meeting the needs of the Scheduled Castes as well as of the rest of the village. It is necessary to monitor the implementation of this aspect of the SCP as it is directly linked with several items of the new 20 Point programme.

### Budgetary arrangements

4.16 The governments of Madhya Pradesh, Manipur, Sikkim, and Uttar Pradesh are reported to have opened separate budget sub-heads for the SCP while those of Assam, Bihar, Kerala, Orissa, Punjab, Rajasthan and Pondicherry have taken a decision to do so. The remaining States may also adopt this essential budgetary mechanism.

### Planning Process

4.17 Benchmark Survey : It has been felt that adequate data are not available on various occupational groups among the Scheduled Castes. Family-wise details are also necessary for preparing meaningful schemes. Therefore, the Commission feel that benchmark survey of all the Scheduled Caste families may be carried out. Such a survey will enable the planners to formulate suitable schemes, so that services are widely acceptable to the people.

### Implementation

4.18 In the States, the Department dealing with welfare of the Scheduled Castes is the co-ordinating agency for the SCP. But if the Chief Secretary to a State Government takes meetings of the Secretaries and Heads of Departments both for formulation of the SCP and for reviewing its progress, the response of the senior officers of other Departments may be more encouraging. The Secretary of the nodal department should also hold periodical meetings of District Collectors, Project Administrators of District Rural Development Agencies, Block Development Officers, Bank representatives and other departmental functionaries in the areas having concentration of the Scheduled Caste, and for which need-based targets have been fixed.

The District Collectors should similarly hold regular periodical meetings of the officers of the various implementing departments, bank representatives, etc. for reviewing the working of the SCP. For proper review of the progress of implementation of the SCP there should be standing committees at the State/District/Sub-Divisional/Block levels.

4.19 Some further observations/recommendations of the Commission in the matter are as follows :

- Greater publicity for the programmes under the SCP is called for. The Scheduled Caste people in general may be educated about these programmes and the facilities offered by the Government.

- (b) Sometimes the co-operatives in Scheduled Caste beneficiaries are cheated and exploited, a lot of funds are misappropriated and many malpractices are allowed to prevail. In such cases erring officials should be awarded exemplary punishment.
- (c) Active cooperation of popular representatives, social workers and the beneficiaries themselves should be enlisted to make these programmes successful.

### Monitoring & Evaluation

4.20 The Ministry of Home Affairs have been emphasising the need for proper monitoring machinery at all levels, viz. block, district, State and national levels. Part of the Special Central Assistance is to be spent on setting up of monitoring machinery. The Ministry have now set up a monitoring cell in the SC & BCD Division for monitoring progress of programmes under the Special Component Plan. In the States the implementing agencies have their own systems of monitoring and evaluation. They have usually prescribed formats for collection and compilation of data for the coverage of Scheduled Caste families with additional income generated under different schemes and also for development of facilities/services in Scheduled Caste bastees. The proforma in which the different departments send their progress reports under the SCP to the department dealing with the Welfare of the Scheduled Castes give only a total picture of the State under a scheme. More detailed feed back to the nodal department appears to be desirable. At present we do not have reliable figures of actual expenditure and those of Scheduled Caste beneficiaries assisted under the SCP to cross over the poverty line. A scientific information system should be developed for monitoring the programmes. The monitoring staff should be exclusive and should not be burdened with other duties and assignments if they have to do meaningful work.

4.21 So far no serious attempt has been made by any government/agency to evaluate the working of the major sectoral programmes under the SCP or their impact on the socio-economic conditions of the Scheduled Castes. Evaluation studies should be conducted on selective basis by the national and the State level agencies and some private research organisations and Universities which can be expected to be objective in carrying out this task. Such sample evaluation studies should be undertaken regularly and not only after the end of a Five Year Plan.

### Scheduled Caste Development Corporations

4.22 With a view to ensuring quick economic development of the Scheduled Castes in the country, seventeen States, viz. Andhra Pradesh, Assam, Bihar, Gujarat, Haryana, Himachal Pradesh, Karnataka, Kerala, Madhya Pradesh, Maharashtra, Orissa, Punjab, Rajasthan, Tamil Nadu, Tripura, Uttar Pradesh and West Bengal and two Union

Territories of Chandigarh and Delhi having substantial Scheduled Caste population, have set up Scheduled Caste Development Corporations. When the Centrally sponsored scheme to provide assistance to the States/UTs for share capital investment in these Corporations was started in March 1979, eight Corporations were already in existence and eleven more were set up after the commencement of the scheme. A brief profile of all these Corporations except those of Assam, Chandigarh and Delhi prepared by the Agricultural Finance Corporation Ltd., SC Cell, New Delhi, has been given at Annexure III.

4.23 A statement showing the contributions made by the State Governments towards the share capital of the Corporations and Central Assistance in the ratio of 51: 49 from 1978-79 to 1982-83 is given below :

TABLE 8

Sl. No.	State	(Rs. in lakhs)			
		Contribution made by State		Central grant-in-aid released	
		1978-79 to 1981-82	1982-83	1978-79 to 1981-82	1982-83
1	2	3	4	5	6
1.	Andhra Pradesh	1,322.62	428.00	1,257.63	412.00
2.	Assam	57.00	19.00	54.78	18.25
3.	Bihar	233.00	30.00	215.73	8.27
4.	Gujarat	263.25	96.00	253.00	92.23
5.	Haryana	171.00	55.00	121.47	56.86
6.	Himachal Pradesh	115.00	70.00	110.25	67.25
7.	Karnataka	178.80	51.00	154.50	50.50
8.	Kerala	135.00	55.00	129.86	52.84
9.	Madhya Pradesh	201.00	—	193.33	—
10.	Maharashtra	132.00	51.00	121.03	52.88
11.	Orissa	104.16	10.00	100.05	111.72
12.	Punjab	255.00	102.00	245.00	13.61
13.	Rajasthan	103.00	30.00	98.96	28.82
14.	Tamil Nadu	204.00	102.00	196.00	106.23
15.	Tripura	8.00	7.00	7.83	8.64
16.	Uttar Pradesh	424.00	1.00	382.00	9.15
17.	West Bengal	277.44	277.40	266.20	260.75
Total		4,184.44	1,384.40	3,907.62	1,350.00

It would be seen from the above table that the amount of Central grants-in-aid released to the States for investment in equity capital of these Corporations increased substantially from Rs 3,907.62 lakhs for four years (from 1978-79 to 1981-82) to Rs. 1350 lakhs during 1982-83 alone.

4.24 The Corporations are required to act as catalysts, guarantors and promoters of economic development programmes specially meant for the Scheduled Castes. By ensuring necessary linkages and tie up arrangements with different agencies

and financing institutions, they are required to enhance the flow of institutional credit and other assistance for the family oriented programmes for the Scheduled Castes. The Corporations have formulated family oriented income generating schemes under agriculture, animal husbandry, pisciculture, small and cottage industry, vocational trade and small business in accordance with the availability of raw materials, marketing facility, local skills, etc. At present, most of the Corporations are performing the following functions :

- (i) Advancing margin money loans;
- (ii) Implementation of Schemes out of Special Central Assistance funds;
- (iii) Setting up of production-cum-training centres; and
- (iv) Direct lending (done by Gujarat Corporation only).

The criteria for eligibility for assistance from these Corporations laid down by the Ministry of Home Affairs, viz. annual income limit of Rs. 3500 and Rs. 4300 per family for rural and urban areas respectively continued to hold good during 1982-83.

#### Administrative machinery

4.25 Most of the Corporations have been set up after the commencement of the Centrally Sponsored Scheme in 1979 and some of them by now have established well organised machinery. However, the Corporations in the States of Rajasthan and Tripura do not have any field offices at district level. Considering the fact that the beneficiaries have to cover long distances for getting assistance, it is desirable that as far as possible, each district having appreciable Scheduled Caste population should have a branch of the Corporation so that the Scheduled Caste beneficiaries could get assistance without much hardship or incurring avoidable expenditure. In Rajasthan, the Chief Executive i.e. the Managing Director, had not been appointed separately and the Director, Social Welfare, was looking after the charge of the post. The Government of Rajasthan may appoint a full-fledged Managing Director of the Corporation at the earliest.

#### Coverage of families

4.26 The number of Scheduled Caste families proposed to be assisted and actually assisted in the different States during 1981-82 and 1982-83 is given below :

TABLE 9

Sl. No.	State/UT	No. of Scheduled Castes families					
		1981-82			1982-83		
		Target	Actually assisted	%age of target achieved	Target	Actually assisted	%age of target achieved
1	2	3	4	5	6	7	8
1.	Andhra Pradesh	119,000	1,10,150	92.56	2,50,000	2,37,070	94.82
2.	Assam	1,730	364	21.04	4,400	2,633	59.84
3.	Bihar	2,23,302	4,763	2.13	35,220	18,803	53.39
4.	Gujarat	24,000	12,171	50.71	55,000	50,807	92.37
5.	Haryana	30,000	6,640	22.13	13,000	443	3.40
6.	Himachal Pradesh	20,000	14,267	71.34	16,000	1,6000	100.00
7.	Karnataka	19,000	10,813	57.04	25,000	20,082	80.32
8.	Kerala	24,775	12,032	48.57	12,300	4,168	33.88
9.	Madhya Pradesh	34,550	5,111	14.60	45,000	9,184	20.40
10.	Maharashtra	35,000	28,101	93.67	9,410	4,799	50.99
11.	Punjab	30,000	10,223	34.08	35,000	15,911	45.46
12.	Orissa	56,000	9,770	17.45	24,000	15,523	64.67
13.	Rajasthan	40,000	61,347	153.37	30,000	2,239	7.46
14.	Tamil Nadu	1,23,534	89,209	72.29	25,500	5,725	22.45
15.	Tripura	1,015	1,01,141	100,129	4,591	330	7.18
16.	Uttar Pradesh	36,576	591	1.62	90,000	NA	..
17.	West Bengal	2,35,511	42.94	..	2,94,836	1,58,836	53.87
18.	Chandigarh	NA	591	..	NA	602	NA
Total		10,53,993	4,84,299	45.95	9,69,257.	5,63,155	58.10

It would be seen from the above table that the performance of the Corporations in Andhra

Pradesh, Gujarat, Himachal Pradesh and Karnataka was reported to be good (exceeding 80% of

the target). These data collected from the Ministry of Home Affairs indicate that the achievement of targets by these Corporations has not been as good as expected. The main reason for this is attributed to the attitude of the branch managers of the banks who are reported to be disinclined to dispose of cases sponsored by these Corporations on the ground that the rural poor could not be trusted due to their inability to repay the loans. It is understood that most of the State Governments have started dialogues with the banks for sorting out the peripheral problems connected with the advance of loans to Scheduled Caste families sponsored by these Corporations.

4.27 The Commission make the following recommendations with regard to the implementation of loaning programme for the Scheduled Castes by the banks in collaboration with the Scheduled Castes Development Corporations :

- (i) In order to see that various Reserve Bank of India directives on lending to weaker sections in general and SC/ST in particular regarding collateral security, rate of interest, unit cost, etc., are being followed strictly by banks at the field level, regular and surprise checks may be made by senior officers of the concerned banks.
- (ii) One of the common reasons advanced by the banks while rejecting the proposals is that the same are not economically viable and technically feasible. The Commission feel that while formulating schemes for the Scheduled Castes, these Corporations should try to conform the schemes to the banking norms so as to eliminate the possibility of any rejection at the bank level. These Corporations should invariably associate the branch manager of the bank or his representative with the modalities of proposals at each stage to avoid chances of rejection.
- (iii) The progress of the loaning programme sponsored by the Corporations may be reviewed every quarter by a special Committee comprising representatives of the concerned banks and the Corporation and all the problems faced by the implementing officers resolved. If necessary, a representative of the State Government may also be coopted in the Committee.

#### Monitoring and evaluation

4.28 At present, none of the Corporations has evolved any monitoring system. With the increasing emphasis on review, monitoring and evaluation of the activities of the SCDCs and with a view to making these functions inherent and concurrent, the SCDCs are in urgent need of staff support etc. Recognising their need, the Government of India with effect from 3-6-82 enhanced the support to these Corporations by providing 3% of cumulative share capital assistance for this purpose.

in addition to the share capital assistance and contribution of 1% of cumulative share capital for promotional activities like conducting feasibility studies, surveys, etc. It is found that several Corporations have not been able to make use of this assistance primarily due to delay in getting matching assistance from the State Governments. These bottlenecks need to be removed immediately and funds provided at the beginning of the financial year itself by the States and the Central Government.

4.29 The Agricultural Finance Corporation Limited (AFC) with a membership of 37 commercial banks including 16 nationalised banks, the State Bank of India and 7 foreign banks, has been trying to enhance the capability of commercial banks to participate effectively and extensively in agricultural and rural development. The Corporation has, inter alia, attempted to create credit absorptive capacity for the weaker and disadvantaged sections of society. Keeping these factors in view, the Ministry of Home Affairs invited the AFC to set up a Scheduled Castes Cell as New Delhi to monitor and evaluate the functioning of the State Scheduled Caste Development Corporations in 17 States. The Cell was established on 1-6-1982. The functions of the Cell are as under:

- (1) Monitor and review the activities of the SCDCs in order to provide necessary feedback and suggest course-correction measures;
- (2) Identify the constraints faced by the SCDCs in the formulation and implementation of various schemes and make the latter bankable propositions;
- (3) Conduct special impact studies to generate further information and suggest policy modulations.

4.30 The Cell headed by a Project Manager at the headquarters is divided into four regions, viz. North, South, West and East. There is a technical pool consisting of four Assistant Project Officers under the Project Manager. Each region is attended to by a Project Officer and one Assistant Project Officer. All the posts excepting that of APO for the Eastern Region were filled up during the year 1982-83. The SC Cell has organised its activities in three phases : preparation of Status Reports to provide benchmark data; quarterly internal reporting to monitor the progress of the Corporations; and half yearly External Reporting through micro-level field studies to understand the impact of the schemes.

4.31 The Status Reports on 16 Corporations prepared by the Cell may be seen at Annexure III. The first set of Internal Reports was prepared for all the SCDCs except that in Assam. In addition, second Internal Reports were completed for Rajasthan and Tamil Nadu. During the year, External Reporting was taken up by the Cell in Karnataka, Maharashtra and Uttar Pradesh. Copies of all these reports may be furnished by



the Ministry of Home Affairs to this Commission on a regular basis so that qualitative working of the Cell could be examined by the Commission.

4.32 The Evaluation Unit of the Economic and Statistical Organisation of the Government of Punjab has published in May 1982 the findings of an evaluation study conducted during November 1979 on the working of Surtapur Farm (Ropar district) which was set up by the Punjab Scheduled Caste Land Development and Finance Corporation on the pattern of Moshave in Israel. This farm functioned as a composite unit of dairy, poultry and piggery in addition to the agricultural activity on 5 acres of land allotted for the purpose to each of 112 selected Scheduled Caste families. All the allottees who were given land on possession basis in Surtapur Farm were covered by the Survey. Findings of the study are useful and need quick follow up action by the Corporation and other concerned departments/agencies unless this has already been done. The Commission are of the view that evaluation of the schemes implemented by the Scheduled Caste Development Corporations should be conducted on a regular basis by independent organisations.

#### Tribal Sub Plan

4.33 The Tribal Sub Plan (TSP) strategy was evolved on the eve of the Fifth Plan. It aimed at tribal area development with focus on the development of tribal communities. Programmes for dispersed tribal population and primitive tribal communities were also given some priority. All areas with more than 50% tribal population were treated as predominantly tribal areas. A Tribal Development Block was taken as the smallest unit for inclusion in the TSP. A group of Blocks, which generally comprise a Tahsil/Taluka, was taken as the basic unit for planning and development in the TSP. The unit is now known as Integrated Tribal Development Project (ITDP). The broad objectives of the TSP were to narrow the gap between the levels of development of tribal and other areas and to improve the quality of life of the tribal people. Through the strategy of the TSP, it was sought to earmark funds from the general State Plans for the benefit of the Scheduled Tribes in proportion to their population in the various States. Provision was made for Special Central Assistance to act as an additive and catalyst for spurring financial investment by the State Governments and financial institutions besides contributions from the Central Ministries.

#### Sixth Five Year Plan

4.34 The main objective of tribal development laid down by the Working Group set up by the Planning Commission on Tribal Development during the Sixth Plan was to raise productivity levels in the fields of agriculture, horticulture animal husbandry, forestry, cottage, village and small industry, etc. so as to create economic impact of an order which should enable a targeted number of families (say, 50%) in the TSP area

to cross the poverty line. Elimination was to be treated as a key sector in the Sixth Plan period. For achieving these objectives, adequate infrastructure was required to be created. Elimination of exploitation of tribals in the fields of alienation of land, money lending, debt-bondage, trade, excise, forest, etc., was of vital importance. Point 7 of the New 20 Point Programme calling for acceleration of programmes for the development of the Scheduled Castes and Scheduled Tribes has reinforced these objectives.

#### Quantification for TSP

4.35 Only the 10 Central Ministries/Departments had quantified funds under the TSP in the years, 1980-81, 1981-82 and 1982-83. But the Central Ministries had neither adopted the necessary budgetary mechanism (a separate budget sub-head for the TSP) nor they have taken adequate steps to monitor the utilisation of these funds. The directive of the Ministry of Finance that the Central Ministries should open a separate budget head for the TSP should be followed strictly and there should be arrangement in each concerned Ministry for monitoring the achievements under the TSP. Each Ministry should clearly determine outlay for the TSP out of the Central Sector and Centrally Sponsored Schemes.

4.36 In the Sixth Plan period, Tribal Sub Plans were prepared by 17 States including Sikkim and 2 Union Territories. The TSP areas cover 65.75% of the Scheduled Tribe population of the country (according to 1971 Census). These Plans were not formulated for the tribal majority States of Meghalaya and Nagaland and the Union Territories of Arunachal Pradesh, Dadra and Nagar Haveli, Lakshadweep and Mizoram as their entire Plans were for tribals. The Statewise Plan outlays and funds earmarked for the TSP by the States/Union Territories as well as the proposed Special Central Assistance during the Sixth Plan are given at Annexure IV.

4.37 The State Plan outlay (divisible), flow to the TSP and Special Central Assistance during 1980-81, 1981-82 and 1982-83 in respect of 19 TSP States/UTs have been given in Annexure V. During the first three years of the Sixth Plan, the flow from State Plans to Tribal Sub-Plans has been as follows :

TABLE 10

(Rs. in crores)

Year	Plan outlay of TSP States/UTs	Flow to TSP out of State Plan outlays	%age of Col. 3 to Col. 2
1	2	3	4
1980-81	6,500.00	497.32	7.65
1981-82	7,402.19	589.46	7.96
1982-83	8,495.54	680.53	8.01
Total	22,397.73	1,767.31	7.85

It will thus be seen that the quantum as well as percentage of flows from the States' Plans to the TSP show a steady upward trend. However

the Commission are of the view that these TSP outlays do not wholly indicate the benefits accruing to the tribals because a major chunk of these outlays goes to the infrastructure sectors which are indivisible. Since the benefits accruing to the tribals under these sectors cannot be quantified, it is better not to treat those sectors as a part of the TSP. The tribal areas being underdeveloped and having had very little benefits from the earlier Plans deserve extra weightage and the TSP outlays should in fact be more than the said proportion.

4.38 While the level of financial investment from the State Plans has grown substantially in the past few years in conformity with the strategy for the TSP during the Sixth Plan, the sectoral allocations reveal that the major thrust has been given on infrastructure development programmes and not on direct economic benefiting sectors as is evident from the information given below :

TABLE 11

Sectors	In percentage		
	1980-81	1981-82	1982-83
(a) Direct economic benefiting sectors	11.59	11.27	10.03
(b) Infrastructure development sectors	60.31	59.71	58.32
(c) Social Service Sectors	19.08	18.96	20.74
(d) Other sectors	9.02	10.06	10.91

#### Special Central Assistance

4.39 When the Special Central Assistance was introduced in the beginning of the Fifth Plan, its purpose was to serve as an additive and a catalyst for spurring financial investments by the State Governments and financial institutions. During the Fifth Plan period the outlay of SCA was Rs. 186.76 crores. For the Sixth Plan, the allocation approved by the Planning Commission is Rs. 470 crores. During the first three years of the Plan Rs. 249.49 crores were released (TSP Rs. 212.92 crores, Tribal Pockets Rs. 27.75 crores and Primitive Tribes, Rs. 8.82 crores). A tendency has been noticed in some states to utilise the SCA without ensuring full utilisation of allotments shown in the TSP. This trend needs to be curbed. SCA should be utilised only for some important schemes where the allotments under the TSP are found to be inadequate.

#### MADA Projects and Mini Projects

4.40 In the Sixth Plan, part of SCA is being spent in pockets of tribal concentration outside the TSP area, each pocket based on the two criteria of the total population not being less than 10,000 and 50% or more of it belonging to the Scheduled Tribes. On these criteria, 235 pockets covering 32.35 lakhs of Scheduled Tribes population have been identified and MADA (Modified Area Development Approach) projects started for their development. In some States

like West Bengal, the tribal concentration is not adequate to warrant setting up of ITDPs according to the normal pattern and tribal pockets corresponding to small units or comprising groups of villages, which would normally qualify as MADA projects, have been treated as ITDPs. In spite of this, the coverage of the tribal population by the ITDPs in that State is 41% only. There has been demand from some States that the criteria for formation of ITDPs/MADA projects should be further relaxed so that the appreciable segment of the tribal population outside the TSP area can be also benefited. This Commission recommends that the criterion of a minimum population of 10,000 may be reduced to 5,000 and mini projects started for clusters of tribal villages with separate extension officers for them.

#### Primitive Tribes

4.41 It is understood that profiles for the development of 29 primitive groups out of the total number of 72 groups have so far been prepared. It would be useful if reports for the remaining groups are also prepared. In case, some of the States find it difficult to prepare profiles for want of trained social scientists, in such cases the Ministry of Home Affairs may take an initiative to provide necessary assistance.

There are a few tribes, like Great Andamanese, the Onges, the Shompens, the Jarawas and the Sentinelese, whose number is very small and who have peculiar problems. For such groups of tribes first priority may be given to such measures and programmes as may be needed to protect them from physical extinction. For all primitive groups, it is absolutely necessary that their ecology and surroundings are fully studied before launching developmental projects. They have to be developed and certain amenities, like drinking water, adequate nutrition, dwelling huts etc. have to be made available to them. The felt-needs of the primitive tribals have to be looked into, keeping in view their cultural entity and tribal identity.

#### Dispersed Tribals

4.42 The ITDPs and MADA projects together take care of about 75% of the tribal population of the country and the remaining 25% are covered by the meagre allocations under the Welfare of Backward Classes Sector and the general developmental programmes. But experience has shown that the tribals living outside the TSP areas are generally neglected by the various developmental departments. This Commission suggests that a bench mark survey of the tribal families living outside the TSP areas should also be carried out at the earliest and adequate provisions made to assist such of these tribal families as are living below the poverty line. There should be suitable administrative machinery to execute the developmental programmes among these Tribal families. If necessary, a common strong machinery may be provided to look after both Scheduled Tribes and Scheduled Caste families.

### Institutional Finance

4.43 The presence of the commercial banks in tribal areas has been rather scarce and where their branches exist, these are reported to be working under constraints of staff, accommodation, mobility, procedures, etc. Coordination between the State development agencies and commercial banks has not been effective. This Commission are of the view that in each zone of the country a senior officer of the Reserve Bank of India may function as Adviser to the State Tribal Welfare/Development Departments in the zone and effectively coordinate the working of the various commercial banks in so far as loaning to the scheduled castes and scheduled tribes is concerned. In the corporate sector, direct loaning to individual tribals is done only by the Gujarat Tribal Development Corporation among the various tribal development corporations. Thus, on the whole, institutional finance has not so far emerged as a strong financial pillar of tribal development programmes. At the same time, the field agencies have to ensure that the case of individual tribal family is scrutinised from various angles to see that too much of a loan burden is not thrust and that repayment of instalments through the operation of income generating production schemes is feasible. In one State, it was reported that some tribals were forced to take loans for construction of dug wells which were not feasible in that particular area, and when they were unable to repay the loan they approached the district Collector for permission to sell a part of their lands. There have also been reports of some Government functionaries and bank representatives exploiting the tribal beneficiaries. Strict control to prevent this is imperative.

### Planning Process

4.44 For preparing need-based plans, an exercise was made in the Fifth Plan to prepare project reports of ITDPs. It is understood that project reports for all the 181 ITDPs have not been prepared yet and the project reports prepared during the Fifth Plan and also in the Sixth Plan did not show distinct improvement in quality. In most of the States, the funds under the TSP were utilised by respective departments and hardly 3 to 5% of the TSP outlay was made use of by the ITDP offices. Sometimes, the different implementing agencies utilised the funds on schemes without consulting project officers of the ITDP. It is suggested that the existing schemes of various departments may be suitably modified in favour of the Scheduled Tribes according to the felt needs of the local people. For better planning and implementation it is desirable that the quantified funds of all the concerned departments should be pooled and then the ITDP should prepare a real integrated plan on the basis of the total combined outlay and keep in view the local needs, resources and priorities. Various departmental officers must be persuaded to make use of the data of benchmark survey wherever it is available.

### Family oriented schemes

4.45 Though the Sixth Plan document envisaged that at least 50% of the Scheduled Tribe families living below the poverty line would be assisted economically so as to cross the poverty line by the end of the Sixth Plan, several State Governments have not categorically stated that the families assisted have actually crossed the poverty line. They only stated that these families have been assisted to increase their income appreciably. However, it appears essential that quick sample evaluation studies may be conducted in all the TSP States/Union territories to find out the actual extent of assistance and the resultant net increase in the family income. We suggest that at least 50% of the TSP outlay should go to family oriented schemes. It is imperative that benchmark survey should be completed so that tribal families to be assisted are identified well in advance and suitable and viable income generating schemes are formulated for different areas and different tribal groups in a well thought out and coordinated manner.

4.46 This Commission are of the view that it may be worthwhile to reduce the number of schemes for the Scheduled Tribes and pool the resources in order to effectively meet at least some of their basic and more pressing needs. After almost 35 years of planning, we have not even been able to provide safe drinking water to all our people. So we might decide to provide safe drinking water to at least all the problem villages in the tribal areas. Similarly, minor irrigation is one of the most important needs of the tribals and an attempt should be made to cover all the tribal farmers under some scheme of minor irrigation of the other.

### Implementation

4.47 One significant factor that has been responsible for unsatisfactory implementation of the Tribal Sub Plan is the non-implementation of the concept of single line administration propounded at the very beginning of the TSP by the State Governments. Without this, the required integration and coordination cannot be achieved. At the State level, the Tribal Welfare/Development Commissioner should be the apex authority for the TSP with adequate administrative and financial powers. The District Collector under the control of the nodal Department (Tribal Welfare/Development Department) should be made responsible for the proper implementation of the TSP in his district. Even at present, he is the Chairman of the Project Level Committees of the ITDPs in his district but in the new set up being proposed, he will be having much more powers and control and it would be desirable to delegate to him the powers of Heads of Departments of the various development departments. Since he is burdened with so many onerous responsibilities, it might be desirable to attach a senior officer of the rank of Additional Collector to him for the purpose of the TSP.

4.48 At Present, the Project Officer of the ITDP has little control over the local functionaries of the different development departments. In order to make the ITDPs more effective, it is suggested that the Project Officer/Administrator of the ITDP should be a senior officer either drawn from the administrative services or from technical departments having close links with tribal life. Strengthening the hands of the Project Officers by providing additional staff even at the village level may also be considered. The Block Development Officers along with their staff may be placed fully or concurrently under the administrative control of the Project Officer. As far as the technical personnel of the various development departments working in the ITDP area and implementing the TSP programmes are concerned, the Project Officer should have the authority to write their confidential reports.

#### Recognition of good work in tribal areas

4.49 so far very few outstanding social workers engaged in tribal welfare work have received recognition by way of being awarded national honours like Padma Bhushan or Padmashri. In order to attract competent personnel for working in and for tribal areas, this Commission suggest that the Central Ministries/State Governments may institute handsome awards for those who make notable achievements in the various disciplines in the tribal areas. Those who make innovations conducive to socio-economic development should also be suitably rewarded.

#### Monitoring and Evaluation

4.50 The monitoring system has to be built up from grassroot level (VLW, VAW, pharmacist, teacher, stockman, forester, etc.) vertically through Block, ITDP, district and State to national levels. Horizontal linkage of co-ordination at these levels among the various concerned organisations is also important. Proper feed-back is necessary for assessment of field results and policy formulation. Therefore, in order to have reliable data, the monitoring system has to be streamlined.

4.51 While some sectoral evaluation studies have been taken up in several States, no holistic evaluation study of an ITDP or the TSP of a State has been done except one study of Keonjhar ITDP by the National Institute of Rural Development. However, holistic studies of the ITDPs have been taken up by the TRIs, the Programme Evaluation Organisation, the NIRD and some private research organisations. To what an extent, the tribal areas and the tribal people have benefited needs to be evaluated by an adequate number of competent and objective interdisciplinary teams.

#### Tribal Development Co-operative Corporations

4.52 In pursuance to the recommendations of the Special Working Group on Co-operation for

Backward Classes., the Government of India decided to strengthen the co-operative structure in the tribal areas by setting up apex organisations in the form of Tribal Development Co-operative Corporations in the States having sizeable tribal population. These Corporations were intended to serve the Scheduled Tribes by advancing loans for agricultural purposes, exploitation of forest coupes, purchase of minor forest produce (MFP) and surplus agricultural produce (SAP) from the tribals and their marketing, and sale of essential commodities including other consumer goods to the tribals. Such Corporations have been set up in Andhra Pradesh, Assam, Bihar, Gujarat, Karnataka, Kerala, Madhya Pradesh, Maharashtra, Manipur, Orissa, Rajasthan, Uttar Pradesh and West Bengal.

4.53 Only eight States, viz. Andhra Pradesh, Assam, Bihar, Maharashtra, Manipur, Orissa, Rajasthan, and Uttar Pradesh, have furnished partial information in response to the Commission's report circular letter. Based on the available information relating to Tribal Development Co-operative Corporations of various States, the Commission make the following observations/recommendations.

- (i) The latest decision of the State Government of Andhra Pradesh taken on 16-3-83 to regroup the State Scheduled Tribes Co-operative Finance Corporation, the State Physically Handicapped Corporation and the State Women's Welfare Co-operative Corporation with a common Managing Director in the first phase, and to merge the Girijan Co-operative Finance Corporation, the Women's Welfare Co-operative Corporation and the Physically Handicapped Co-operative Corporation with the Andhra Pradesh Scheduled Tribes Co-operative Finance Corporation in the second phase may be withheld and the *status-quo ante* allowed to prevail in so far as the Scheduled Tribes Co-operative Finance Corporation and Girijan Co-operative Finance Corporation are concerned. The Commission strongly feel that these Corporations may continue to function as independent entities, otherwise the tribals may not get the desired benefits.
- (ii) The TDCC Orissa had a huge stock balance of tamarind to the extent of about 70,000 quintals on account of bearish trends in the tamarind market during the period. Similarly, the Corporation could sell other small agricultural produce like horse gram, black gram, ragi, suan, hill gram and minor forest produce like Harida at prices less than the cost price due to dull market conditions. The Commission feel that besides stepping up its turnover in untapped tribal areas, there is need for utmost caution in ensuring that there is no accumulation of various types of SAP and MFP in the godowns of the Corporation. It would be worth while

for the Ministry of Home Affairs to have an evaluation study of the disposal of small agricultural produce and minor forest produce by the Orissa TDCC done through a specialised agency, preferably from outside Orissa.

(iii) The Tribal Development Co-operative Corporation of Orissa had till 1982-83 year the accounts upto 1972-73 and 1973-74 audited. Special audit arrangements may be undertaken by the Corporation to have the backlog in annual audit cleared at the earliest.

(iv) The Rajasthan Tribal Area Development Cooperative Federation Limited, Udaipur had disbursed an amount of Rs. 11.93 lakhs to tribals towards consumption loan for marriages, medical treatment, education, birth and death ceremonies, purchase of foodgrains, etc. upto Rs. 250 per family at 10.5 per cent interest per annum to those who repaid the amount within one year and 13.5 per cent to those who made the repayment after one year. The Commission are happy to note that such a scheme has been started in Rajasthan for the tribals. Further, the Commission feel that the rate of interest of paltry loan of Rs. 250 per beneficiary, which is paid in kind and cash is quite high and the State Government may take urgent steps to reduce it to 4 per cent only. The Commission also recommend that the Federation may increase the quantum of loan suitably as its availability will surely wean away the tribals from the contacts with the money lenders and traders.

(v) The Commission have been informed that the Research and Training Unit of the Tarai Anusuchit Jan Jati Vikas Nigam, Lucknow (U.P.) has conducted a socio-economic study of Tharus (residing in Bahraich District). The following important suggestions have been made by the Research and Training Unit in the study report :

- In the survey report it has been suggested that the landless Tharu families should be allotted lands for agricultural purposes and should also be provided irrigation facilities in the form of joint tubewells.
- To solve their housing problem, low cost small houses should be constructed.
- The tribals should also be sanctioned consumption loans to save them from exploitation by money lenders.
- The tribals should be encouraged to set up their cottage industries.

The Commission reiterate the suggestions made by the Research and Training Units of the Nigam referred to above.

(vi) Concurrent evaluation/assessment of the schemes implemented by the Tribal Development Corporations/Federations in Andhra Pradesh, Assam, Bihar, Maharashtra, Manipur and Rajasthan has not been undertaken. The Commission recommend that these Corporations may do regular monitoring of the schemes implemented by them with a view to improving the performance of the programmes.

4.54 The available information shows that Maharashtra and Rajasthan Corporation/Federation are giving consumption loans at varying rates of interest (7.5 per cent and 10.5 per cent respectively). The Corporation in Assam also provides consumption loans. While appreciating the scheme of consumption loans to tribals, the Commission recommend that all the Tribal Development Corporations may provide consumption credit during lean periods to the tribals at Differential Rate of Interest.

#### Welfare of Backward Classes Sector

4.55 With the commencement of Special Central Assistance and quantified sectoral flows from State Plans to the Tribal Sub Plan from the Fifth Plan and to the Special Component Plan for Scheduled Castes from the Sixth Plan periods, the responsibility for all round development of scheduled castes and scheduled tribes has converged on the various development departments. The Backward Classes Welfare Sector which was conceived from the inception of Five Year Plans aims at supplementation of assistance to various sectors, under education, economic and social development. The Centrally Sponsored Schemes under backward classes welfare sector cater to Scheduled Castes and Scheduled Tribes welfare in the States, the State schemes under this sector benefit other backward classes also in addition to the Scheduled Castes and Scheduled Tribes out of State Plan funds. The following table gives the schemewise financial investment made on the schemes and actual expenditure incurred till 1982-83 on the Centrally Sponsored Schemes which are exclusively meant for Scheduled Castes and Scheduled Tribes :

TABLE 12

S. No.	Scheme	Sixth Plan outlay	(Rs. in crores) Actual expenditure		
			1980-81	1981-82	1982-83
1	2	3	4	5	6
1.	Post-matric scholarships	130.00	10.73	26.44	31.64
2.	Grants-in-aid to voluntary organisations.	7.50	0.98	1.17	1.17
3.	Pre-matric scholarships to children of those engaged in unclean occupations	8.00	0.14	0.49	0.29



TABLE 12—Contd.

1	2	3	4	5	6
4. Girls' Hostels		13.00	2.65	3.90	2.60
5. Book Banks		3.00	0.05	0.08	0.24
6. Coaching and Allied Schemes		3.50	0.29	0.33	0.27
7. Research & Training		4.00	0.42	0.51	4.15*
8. Machinery for implementation of PCR Act		6.00	1.68	2.00	2.83
9. SC Development Corporations		65.00	13.00	13.33	13.50
Total		240.00	29.94	48.25	56.69
SCA for TSP		470.00	70.00	85.00	95.00
SCA for SCP		600.00	100.00	110.00	120.00

\*Information about Scheduled Tribes is not available.

A perusal of the above table reveals that expenditure on schemes like, post-matric scholarships, grant-in-aid to voluntary organisations, book banks, research & training, machinery for implementation of PCR Act and SC Development Corporations during 1982-83 was considerably high when compared with the previous two years of Sixth Plan. Overall expenditure during 1982-83 exceeded the expenditure incurred during 1980-81 and 1981-82 by 47.19% and 14.89% respectively, which speaks for itself.

4.56 With the comprehensive strategy recently evolved for the development of Scheduled Castes and Scheduled Tribes, there is still need to strengthen the existing Centrally Sponsored Schemes till such time as the full responsibility for the development of these communities can be adequately taken care of by each sectoral department.

#### State Sector

4.57 The programmes in the State Sector have been divided mainly into three groups, viz., Education, Economic Development and Health, Housing and Other Schemes. The following table shows that Sixth Plan outlay and yearwise outlay and expenditure during the first three years of the Sixth Plan :

TABLE 13

(Rs. in crores)

Year	Outlay	Expenditure
1980-85	726.00	—
1980-81	86.26	103.32
1981-82	104.77	113.87
1982-83	147.59	199.88*

(\*anticipated)

4.58 Under economic development programmes, the schemes are in the nature of providing financial assistance by way of grants subsidies to individuals for agricultural inputs, horticulture, fisheries, animal husbandry, cottage

industries, etc. The investment under these schemes amounted to Rs. 143.36 crores till 1979-80 for the Scheduled Tribes and Rs. 68.98 crores for the Scheduled Castes. For the Sixth Plan, a provision of Rs. 41.66 crores for economic uplift of the Scheduled Tribes and Rs. 119.87 crores for the Scheduled Castes has been made.

4.59 In terms of percentage, the share of expenditure on OBC under the Welfare of Backward Classes Sector during the first four plan periods was 11.6%, 9.5%, 3.25% and 6.9% respectively. However, ever since the State Governments started identifying the Backward Classes/Castes in their States particularly in Andhra Pradesh, Bihar, Gujarat, Karnataka, Maharashtra, Tamil Nadu, etc. the funds which were basically meant for SC & ST under this sector started getting eroded, due to inclusion of the programmes for the Other Backward Classes. This is evident from the fact that the expenditure on OBC rose from 6.9% during the Fourth Plan to 18% during the Fifth Plan and the outlay during the Sixth Plan is 21.45% of the Welfare of Backward Classes Sector outlay. This means that outlays for OBC are cutting into the shares of SC & ST. In the previous Plans, the programmes for OBC, were limited to educational incentives like pre-matric scholarships, supply of Books/stationery/uniforms, Ashram Schools, etc. Since the Fifth Plan, many of the programmes for SC & ST under this sector have been extended to OBC. When OBCs were included in this sector, there was no other sector which could look after the former. But with the development of education sector and special rural development programmes like IRDP, NREP, DPAP, Other Backward Classes/Castes are being covered under all these sectors. Moreover, as more and more Other Backward Classes are being identified, the major portion of the outlay under this sector would have to be provided for this category (OBC). Therefore, in order to protect the interests of the Scheduled Castes and Scheduled Tribes, this Commission recommend that Other Backward Classes may be deleted from the Welfare of Backward Classes Sector which may be renamed as Welfare of SC & ST Sector.

#### Integrated Rural Development Programme

4.60 The Integrated Rural Development Programme, initiated in 1978-79 in 2,300 development Blocks and extended to all the 5,011 development Blocks in the country on 2 Oct., 1980, represents a significant refinement of approaches and strategies for fighting poverty that have been evolved since Independence. At present, this programme forms a part of the New 20-Point Programme. The programme envisages coverage of at least 15 million families during the Sixth Plan period. The main objectives of the IRDP are (i) to raise families in identified target groups above the poverty line and (ii) to create substantial additional opportunities of employment in the rural sector by giving income generating assets and access to credit and other inputs.



4.61 The earlier programmes known as Small Farmers Development Agency (SFDA) and Marginal Farmers & Agricultural Labourers Programme (MFAL) were merged into the IRDP. The IRDP is now implemented through a single agency known as District Rural Development Agency (DRDA) as against the earlier pattern which suffered from several handicaps owing to multiplicity of implementing agencies in the same area with different funding patterns and catering to the same target groups. The target groups under the IRDP consist of, the poorest among the poor in the rural areas, viz., small farmers, marginal farmers, agricultural and non-agricultural labourers, rural artisans and craftsmen and the Scheduled Castes and Scheduled Tribes. The programme provides financial and material inputs to families earning upto an annual income of Rs. 3,500. The IRDP has two components for which the overall target fixed for each Block is 600 families per year. The target under agriculture and allied component is 400 families while that under industry, services and business, is 200 families.

#### Pattern of assistance

4.62 Under the IRDP, different categories of beneficiaries are provided subsidies at the rates given below :

TABLE 14

Sl. No.	Category of beneficiaries	Ratio of subsidy
1	2	3
1.	<i>Individual Beneficiary Schemes</i>	
(a)	Small farmers	25%
(b)	Marginal farmers	33½%
(c)	Agricultural labourers	
(d)	Non-Agricultural Labourers	
(e)	Rural artisans	50%
(f)	Beneficiaries belonging to ST	
2	Community minor irrigation works	50% of the cost apportionable to SF/MF
3	Training (TRYSEM)	Full cost to be met out of IRD funds subject to the pattern prescribed for stipends, etc.
4	Follow up assistance for setting up of units under Rural Industrial Programme/Rural Artisans Programme	33½% of the capital cost subject to a ceiling of Rs. 3,000.
5	Infrastructure schemes	100% to State/UT institutions and 50% to co-operative societies/institutions.

An individual family may receive subsidy upto Rs. 3,000 in non-Drought Prone Area Programme (NDPAP) areas and Rs. 4,000 in DPAP

areas and the tribal beneficiaries are entitled to subsidy @50% of the cost of the scheme subject to a ceiling of Rs. 5,000.

4.63 The Commission are glad to know that the Scheduled Caste individual beneficiaries under the IRDP for whom the rate of subsidy is less than 50% are provided with a supplementary subsidy by the Scheduled Caste Finance/Development Corporations so as to raise the total subsidy to 50%. This procedure of arranging a part of the subsidy from these Corporations is rather cumbersome and does not benefit the Scheduled Castes in the States/UTs where there are no such Corporations. The Commission therefore, recommend that subsidy to the extent of 50% should be provided to the Scheduled Caste beneficiaries under the IRDP at par with the Scheduled Tribe beneficiaries.

#### Outlay and expenditure

4.64 The Sixth Plan Outlay for the programme is Rs. 1,500 crores to be shared equally by the Central and the State Governments. Credit to the extent of Rs. 3,000 crores is to be mobilised from financial institutions. The financial allocations and expenditure under the programme during the first three years of the Sixth Plan have been as follows :

	(Rs. in lakhs)		
	1980-81	1981-82	1982-83
Central allocation	12,780.00	15,336.00	20,448.00
Central release	8,258.00	12,845.00	17,618.00
Expenditure including State share	15,863.68	26,464.92	35,959.01
Percentage increase in exp. over previous year	—	66.81	35.87
Term credit mobilised	28,904.97	46,759.01	71,398.20

As regards the expenditure, it may be noted that the position improved appreciably during 1981-82 and 1982-83 compared to 1980-81, the percentage of expenditure compared to the total allocation being 63.31% (1980-81), 88.02% (1981-82) and 89.7% (1982-83). However, it may be observed that on the basis of the pattern of yearwise allocation to the Blocks, the total expenditure by the end of 1982-83 during the Sixth Plan ought to have been to the tune of Rs. 814.29 crores whereas the actual expenditure was Rs. 782.88 crores (96.14%). Similarly, the proportionate credit flow during the same period should have been of the order of Rs. 1,800 crores but the actual credit flow was only Rs. 1470.62 crores (81.7%). Information about the number of Blocks, the total allocation, the Central allocation, the total expenditure and the total Credit disbursed in each State/UT during 1982-83 has been given in Annexure VI.

4.65 The progress of release of Central assistance during the first three years of the Sixth Plan has been as follows :

TABLE 15

(Rs. in lakhs)

Year	Total allocation	Central share	Central release	Percentage of release
1980-81	25,055	12,780	8,258	64.62
1981-82	30,066	15,336	12,845	83.75
1982-83	40,088	20,448	17,618	86.15
Total	95,209	48,564	38,721	79.73

The shortfall in release of funds is reportedly due to the inadequacies in the field as well as delays in submission of progress reports to the Centre.

4.66 The per capita investments by way of subsidy and credit to the beneficiaries during the first three years of the Sixth Plan were as given below :

TABLE 16

(In Rupees)

Year	Per capita subsidy	Per capita credit	Per capita investment
1980-81	582	1,060	1,642
1981-82	975	1,723	2,698
1982-83	1,041	2,066	3,107

Though the quantum of assistance per family increased considerably during 1982-83, it does not still appear to be adequate for enabling the beneficiary families to become self-reliant. The Commission, therefore, recommend that the quantum of assistance should be periodically reviewed keeping in view the escalation in prices of inputs.

#### Coverage of families

4.67 The proportion of the Scheduled Caste and Scheduled Tribe persons below the poverty line compared to the general population is not accurately available. However, an indication of the economic status of the Scheduled Castes is available from certain estimates prepared by the Planning Commission for the year 1977-78. While in the general population of the country, those below the poverty line constituted 45.7% for the population (48.9% in rural areas and 34.6% in urban areas), the proportion of such persons among the Scheduled Castes was 49.7% (61.2% in rural areas and 48.7% in urban areas). Similar information in respect of the Scheduled Tribes is not available. From 1981-82 at least 30% of the families to be assisted under the IRDP are to be drawn from among the Scheduled Castes and Scheduled Tribes. Earlier their share was only 20%. The Ministry of Rural Development have further clarified

vide the letter dated 19.7.82 that the quota of 30% is the minimum and wherever the concentration of the Scheduled Castes and Scheduled Tribes is high, the coverage must obviously be more than 30%. In view of the uneven distribution of SC/ST population it is necessary to fix targets at the Block level.

4.68 The percentage of rural population below the poverty line (1977-78), the total number of beneficiaries and the number and percentage of Scheduled Caste and Scheduled Tribe beneficiaries in each State/UT during 1982-83 have been indicated in columns 8 to 13 of Annexure VI. The table below shows the steady rise in the number of beneficiaries actually covered in the country during the first three years of the Sixth Plan :

TABLE 17

Year	No. of beneficiaries (in lakhs)		
	Total	SC & ST	(%)
1980-81	27.26	7.81	(28.65%)
1981-82	27.13	10.01	(36.90%)
1982-83	34.55	14.06	(40.69%)
Total	88.94	31.88	(35.84%)

4.69 The Ministry of Rural Development have emphasised that at least 30% of the resources in terms of subsidy and loan invested in this programme should also go to SC/ST beneficiaries. Due to non-availability of separate figures of financial achievements in respect of SC/ST, we are not in a position to say as to what extent SC/ST have benefited financially under the programme. The implementing Departments should obtain separate expenditure figures for the Scheduled Castes and Scheduled Tribes respectively.

4.70 Though the overall performance at the national level is encouraging, it is uneven in different States. While some States like Andhra Pradesh, Gujarat, Rajasthan, Tamil Nadu, etc., are doing well, in some other States the programme is gaining momentum slowly. According to the Ministry of Rural Development, the States of the North-Eastern Region and West Bengal are lagging behind. In the North-Eastern States, there are the problems of lack of basic infrastructure, technical expertise and adequate banking facilities.

4.71 In order to ensure that the tribals get due benefit from the IRDP the Ministry of Rural Development wrote to the State Governments in June 1982 :

"The District Rural Development Agencies (DRDAs) and the Integrated Tribal Development Project (ITDPs) should function in a concerted manner for providing assistance to beneficiaries under both these programmes. With a view to achieving this objective, the project officers of ITDPs may be

fully involved in the formulation and implementation of block plans under the IRD Programme. The ITDP project officers may be co-opted as members of the Governing Body of District Rural Development Agencies and they may be involved in the supervision of the work of Block Development Officers under IRDP in tribal Sub-Plan areas. The project officer and other functionaries of the Development Agencies may also involve them in the implementation of the activities under the tribal sub-plan. The IRD Programme and the tribal sub-plan schemes should be implemented in such a way that they reinforce each other and confer benefits on the tribal population in areas of operation of the DRDAs and ITDPs concerned."

No such institutional arrangement exists at present in respect of the Scheduled Castes. There are Scheduled Caste Finance/Development Corporations in 19 States/UTs where the Scheduled Caste population is substantial. It is necessary

that the regional/district level officers of these Corporations are also associated with the governing bodies of the DRDAs.

#### Training of Rural Youth for Self-Employment (TRYSEM)

4.72 The TRYSEM initiated on 15-8-1979 is a vital complementary component of the IRDP. It aims at removal of unemployment among the rural youth in the age-group of 18-35 by equipping them with necessary skills and technology to take to vocations of self-employment. The target is to train 2 lakh rural youths every year @ 40 youths per block. These 40 beneficiaries are included in the 600 to be covered in each Block under the IRDP. Preference in selection is given to those who have an aptitude for entrepreneurial activities. Priority is given to SC/ST and women. Stipendary training is given through institutions and master trainers. The progress reports show that there has been a steady progress in training targets as well as in obtaining self-employment as would be seen from the table below :

TABLE 18

Year	Funds released ; Central share (Rs. in lakhs)	Target (No. of youths)	Achievement (No. of Youths)		
			Trained	Under-training	Self-employed
1980-81					
1981-82	48.66	2,00,440	1,22,512	—	45,540
1982-83	71.13	2,00,440	2,02,417	—	98,189
	69.87	2,00,440	2,34,340	1,41,560	1,28,040
Total.	189.66	6,01,320	5,59,269	1,41,560	2,71,769

Separate figures for the Scheduled Castes and Scheduled Tribes are not available. While appreciating the progress of the programme, the Commission recommended that the State Governments/UTs Administrations may send separate progress reports on the scheme in respect of SC/ST.

#### Evaluation

4.73 As regards assessment of the actual impact of the poverty alleviation efforts under the IRDP, a detailed evaluation is yet to be made. However, some studies for concurrent evaluation of the programme have been attempted. Some of them are mentioned below :

- (i) A 'quick preliminary evaluation' of the programme made by the Programme Evaluation Organisation, Planning Commission, in 1982. This was conducted in 17 Blocks of 13 districts spread over 11 states. The number of families covered was 136 in 36 villages.

- (ii) A review and physical verification of the programme in 4 districts of Uttar Pradesh conducted by the State Department of Institutional Finance. It covered 67 families.

- (iii) A case study of 50 families selected through a random stratified sample in 19 villages in a Block in Basti District conducted by the Monitoring Division of the State Planning Institute, Uttar Pradesh, Lucknow.

- (iv) A study conducted by the State Planning Board of Kerala.

4.74 The studies made by the PEO and the two agencies in Uttar Pradesh reveal strikingly similar findings regarding various aspects of the programme. The salient findings are summarised below :

- (1) Proper identification of families, according to the criteria and procedure laid

down was not done and many of the families selected for assistance were not the poorest.

- (2) The supply of milch cattle and other small animals was a popular programme but supportive services like facilities for marketing, veterinary aid, supply of fodder, insurance, etc., were not arranged. In some cases, only one milch animal was provided and when the same went dry, there was no provision for supplying a second one.
- (3) The commercial banks, by and large, were reluctant to actively participate in the programme. The banks looked mainly to the credit worthiness of the beneficiaries rather than the viability of the programme. The procedure of securing loans from the banks was found by the beneficiaries to be cumbersome, expensive and time-consuming and also the hesitant approach and insistence on surety by the banks deprived the landless and poorer.
- (4) Follow-up of beneficiaries who were given financial assistance under the various schemes is necessary.
- (5) Sometimes loans were sanctioned to husband and wife separately for different projects and counting was done as if two families had benefited. Similarly, small loans provided to the same person on more than one occasion also led to multiple counting in physical achievements.

#### Institutional Finance

4.75 The scheme of DRI (differential rate of interest) introduced in 1972 aims at providing cheap credit to the weaker sections including the Scheduled Castes and Scheduled Tribes. Since inception of the scheme, the Reserve Bank of India has issued several guidelines to the commercial banks for flow of advances to the extent of 0.5% of the aggregate advances to the Scheduled Castes and Scheduled Tribes. In November 1978, the Ministry of Finance raised the minimum limit to 1% of aggregate advances with the proviso that henceforward the SC and ST would be entitled to 40% as against one-third hitherto of the total advances under the DRI schemes. Only such persons whose family income from all sources does not exceed Rs. 3,000 per annum in semiurban areas and Rs. 2,000 per annum in rural areas and who do own any land or the size of whose holding does not exceed one acre in the case of irrigated lands or 2.5 acres in the case of unirrigated lands are eligible to borrow under the scheme. In the case of SC/ST borrowers, the landholding criterion was waived provided they were otherwise eligible. The Reserve Bank of India issued instructions on 14-4-81 and 10-9-82 to all the scheduled banks to furnish half yearly reports on advances granted to the SC and ST with a view to having data of banks' advances separately for them under priority sectors and

DRI scheme. In the latter circular, commercial banks were also requested by the Reserve Bank of India to give wider publicity to various credit facilities through personal contacts of the field staff of the banks with the poor borrowers who might also be helped in filling up the forms and completing other formalities so that they were able to get credit facility within a stipulated period as mentioned in their earlier circular letter dated 12-12-78.

4.76 The Commission have collected bankwise data from the Reserve Bank of India in respect of accounts and advances granted (balance outstanding) to the SC and ST under priority sectors for the period ending December 1979 and December 1982, which may be seen at Annexure VII. It will be observed therefrom that in respect of seven banks, viz., Allahabad Bank, Bank of India, Canara Bank, Dena Bank, Punjab National Bank, Syndicate Bank and Union Bank of India, the increase in the number of borrowal accounts under the priority sectors was more than 100% and may be considered satisfactory. The eight banks wherein the increase was less than 100% were the State Bank of India and its subsidiaries, Bank of Baroda, Bank of Maharashtra, Central Bank of India, Indian Bank, Indian Overseas Bank, United Bank of India and United Commercial Bank. Information is not available in respect of the remaining six banks.

4.77 As regards advances, the increase ranged between 100% and 538.55% in respect of 13 banks, viz., Allahabad Bank, Bank of Baroda, Bank of India, Canara Bank, Central Bank of India, Dena Bank, Indian Bank, Indian Overseas Bank, Punjab National Bank, Syndicate Bank, Union Bank of India, United Bank of India and United Commercial Bank (the last named Bank). However, the increase in advances was less than 100% in two banks, viz., Bank of Maharashtra and United Bank of India, while information is not available in respect of the remaining six banks.

4.78 The overall performance of the public sector banks in respect of priority sectors appears to be satisfactory both in respect of increase in the borrowal accounts as well as the advances given by the banks. However, there is need for a fresh look at the DRI schemes. The Commission recommend as follows :

- (i) The eligibility condition for loans under DRI be revised upwards so that it corresponds to the income limit for families below the poverty line i.e. Rs. 3,500 in rural areas.
- (ii) It has been observed that often the Branch Managers of the public sector banks in the rural areas insist on surety for securing DRI loans by SC/ST families, which is contrary to the instructions issued by the Reserve Bank of India. These instructions should be implemented in letter and spirit.

- (iii) The Reserve Bank of India should also furnish information about priority sector advances given by the scheduled commercial banks which are not yet nationalised as the guidelines issued by the Reserve Bank of India on the subject are also applicable to them equally.

### Co-operation

#### LAMPS

4.79 Large-sized Multipurpose Co-operative Societies (LAMPS) are functioning in tribal areas to provide to the tribal members production as well as consumption credit, to undertake marketing of agricultural and minor forest produce, to distribute agricultural production requisites and consumer goods so that the tribals get all the facilities from one source, are not required to approach too many institutions for their needs and can save themselves from exploitation by middlemen. The Statewise number of LAMPS is as follows :

TABLE 19

State	Number of LAMPS
(1) Assam	22
(2) Bihar	474
(3) Gujarat	54
(4) Karnataka	25
(5) Kerala	39
(6) Madhya Pradesh	689
(7) Maharashtra	258
(8) Manipur	52
(9) Orissa	225
(10) Rajasthan	224
(11) Tamil N. du	13
(12) Tripura	39
(13) Uttar Pradesh	3
(14) West Bengal	43
	2,160

4.80 The position of the LAMPS in four States is discussed below:

**Bihar :** Out of 474 LAMPS, only 92 (19%) were functional. The State Government have reported that the LAMPS were still in their infancy and their internal resources were meagre. They have not been able to borrow adequate medium-term and long-term credit. No consumption credit has so far been advanced because of their weak financial position. Some of the LAMPS have been entrusted with collection of Minor Forest Produce (MFP) whereas the other have been encouraged to purchase agricultural produce on 'pledge basis'. The area of a LAMPS is so large and its staff so limited that the LAMPS have not been able to replace moneylenders, traders and other exploitative forces.

**Madhya Pradesh :** The working of the LAMPS in four tribal districts was observed as follows :

- (i) In Bastar District, the LAMPS had made poor progress. People were not aware of their functions or even of their existence. The LAMPS did not offer any facility to the villagers either by collecting their saleable surplus or by offering essential commodities to them at fair price. This might be due to the absence of roads but that could not be the sole reason for such a poor progress. At least the distribution of salt and other essential commodities throughout the district should be taken up by the co-operatives. There are areas where the tribals have to go without salt or barter forest produce with private traders who realise more than ten times the value of salt.
- (ii) In Bilaspur District, the area of the LAMPS was large but the finances meagre with which the LAMPS could not effectively meet the requirements of the tribals. There was no arrangement for the Co-operatives to buy forest produce.
- (iii) In Raigarh District, the LAMPS were not working satisfactorily. The co-operatives were rather exploiting the tribals who were not being paid at prescribed rates. After purchasing *tendu* leaves the co-operatives were even selling the same to private contractors.
- (iv) In Surguja District, the LAMPS did not have an adequate stock of consumer goods, particularly kerosene. Kerosene was sometimes being sold @ Rs. 10 per litre in remote areas.

**Orissa :** The LAMPS are working as Primary Societies affiliated to the TDCC and procure minor forest produce and surplus agricultural produce. Twentyfive per cent of the loan is given compulsorily to farmers in the shape of fertilizers only in irrigated areas. It was reported that there was inadequate coordination between the LAMPS and the TDCC and that the State Government had appointed a Committee of senior officers to suggest ways to being about more effective coordination between them. Though the LAMPS are functioning in the tribal areas, it was reported that such of MFP was being procured by private traders at less rates. The LAMPS should actively participate in the marketing of tribal produce.

**Tamil Nadu :** 12 LAMPS in the ITDP areas and one LAMP Society under the primitive tribes programme were functioning for the welfare of the hill tribes. The tribals get credit for cultivation, production and consumption purposes, marketing facilities for agriculture and minor forest produce and supply of agricultural inputs and consumer goods from the LAMPS.



4.81 The Sivaram Committee (National Committee on the Development of Backward Areas set up by the Planning Commission) has made 43 recommendations for Streamlining and restructuring of LAMPS in its report published in June 1981. This Commission feel that the Government of India may consider and implement the useful recommendations of the said Committee in order to make LAMPS more effective and useful to the tribals.

#### Other Co-operatives

4.82 The available information on different types of co-operative other than the LAMPS is given below :

**Haryana :** There were 10,694 co-operative societies of various types as on 30-6-83 out of which 756 were exclusively composed of Scheduled Caste members. These 756 societies included 5 agricultural credit societies, 54 non-agricultural credit societies and 412 co-bbler societies and the remaining were of other types. The Scheduled Caste members of various types of cooperative societies have been benefited by the following steps taken by the State Government :

- (i) A provision has been made in the Co-operative Societies Act to the effect that at least one-third of the total advances should go to the weaker sections.
- (ii) There is a relaxation in the linking of shareholding with credit in case of borrowings by small and marginal farmers. The usual ratio is 1:10 whereas in the case of small and marginal farmers it is 1:20. The Scheduled Caste members have derived maximum benefits as a result of this relaxation.
- (iii) The long-term loans upto Rs. 5,000 are being advanced by Land Development Banks without mortgage of land.

**Himachal Pradesh :** The membership of Scheduled Caste persons is more than 50% in co-operative societies such as that of leather workers, weavers and those for dairying. Out of 134 PACS, 104 societies working in tribal areas catered to the credit requirements of tribals to an extent of Rs. 9.64 lakhs during 1982-83 in addition to undertaking the distribution of essential and other consumer goods.

**Karnataka :** There are 22,852 cooperative involving various activities like marketing, processing, distribution of consumer articles, etc. There are 653 Industrial Cooperative Societies having 1,64,770 members of whom 21,253 (12.9%) belong to the Scheduled Castes and Scheduled Tribes. The membership of SC/ST persons is more than 50% in co-operative societies, such as for leather works, hand pounding of paddy, palmgur manufacturing, for flaying and tanning works and for other handicrafts works. Thirteen cotton and

silk handloom cooperatives with a total membership of 1,989 are exclusively for SC/ST members. The total membership of the Agricultural Credit Co-operative Societies was 38,01,000 of which 7,17,395 (18.9%) belonged to the Scheduled Castes and Scheduled Tribes during 1981-82. The State Government have issued instructions to all the financial banks/societies to provide at least 18% of their total advances under agriculture credit to SC/ST members.

**Chandigarh :** Five Scheduled Caste Milk Producers Co-operative Societies were registered in the villages of the Union Territory during 1982-83.

**Goa, Daman & Diu :** Eight Industrial Co-operative Societies which are mainly engaged in the business of cottage and small scale industries such as bamboo work, leather work, etc., have been functioning for the benefit of SC/ST in the Union Territory.

**Podicherry :** During 1982-83, an amount of Rs. 0.07 lakh was provided as subsidy to 167 Scheduled Caste members of Farmers Service Co-operative Societies as reimbursements of 50% of the hire charges to be collected from them for hiring of tractors. A sum of Rs. 2.70 lakhs was provided as short-term loan to 204 Scheduled Caste members of the village Co-operatives. A sum of Rs. 0.23 lakh was provided as share capital loan, free of interest repayable in 5 years to 1,150 Scheduled Caste members of village co-operatives. Cycle Rickshaw Workers' Co-operative Societies provided loans under DRI to 150 Scheduled Caste members for purchase of cycle rickshaws.

#### Land Reforms

4.83 The land reforms have brought the largest number of poor farmers and agricultural labourers into the mainstreams of economic development as well as in direct contact with the Government. The major beneficiaries of the land reforms measures belong to the Scheduled Castes, Scheduled Tribes and other weaker sections. This is also indicated by the percentage of the Scheduled Castes and Scheduled Tribes dependent on agriculture as revealed in the returns of 1971 and 1981 Censuses when compared with 1961 Census. The percentage of the Scheduled Castes and Scheduled Tribes dependent on agriculture as cultivators and agricultural labourers was 44.66% and 22.17% in 1961, 79.41% and 90.60% in 1971, 76.39% and 87.10% in 1981 respectively. Though the number of SC & ST dependent on agricultural activity declined marginally in 1981 when compared with 1971 Census, the fact remains that their dependence on agriculture continued to be heavy.

4.84 Tenancy reforms and occupancy rights have been discussed in detail in the second (1979-80) annual report of the Commission and,



therefore the Commission have now mainly discussed in the present report, the problems like ceiling surplus land, assistance to assignees of ceiling surplus land, measures to prevent alienation of land, compilation and updating of land records, etc.

### Ceiling surplus land

4.85 Statistics relating to area estimated to be surplus, area declared surplus, area taken possession of and area distributed to SC, ST and others alongwith the number of beneficiaries upto 4 March 1983 for which data are available from the Ministry of Rural Development are given in Annexure VIII. An analysis of those data shows that out of 53,11,902 acres of land estimated to be surplus, only 41,90,908 acres (78.89%) were actually declared surplus and only 27,86,383 acres (66.47%) of the area declared surplus were taken possession of. However,

the area actually distributed was only 19,74,718 acres (78.87% of the land taken possession of) and the number of landless persons to whom such land was distributed was 14,41,505.

4.86 The area of ceiling surplus land distributed among 5,99,512 Scheduled Caste persons upto 4-3-83 was 7,29,711 acres. The area distributed among 1,84,052 Scheduled Tribe persons was 2,87,720 acres. Though the proportion of the Scheduled Caste and Scheduled Tribe allottees was 41.59% and 12.77%, their share in acreage of land allotted was 36.95% and 14.57% respectively. The average per head allotment of land to SC & ST comes to 1.22 acres and 1.56 acres respectively whereas the same in the case of non SC/ST allottees is 1.45 acres.

4.87 Statewise percentage of land distributed to SC/ST to total ceiling surplus land distributed is given below :

TABLE 20

S. No.	State/UT	Percentage of SC to total No. of agricultural labourers (1981)	Percentage of land allotted to SC	Percentage of ST to total No. of Agricultural labourers (1981)	Percentage of land allotted to ST
1	2	3	4	5	6
1.	Andhra Pradesh.	32.98	45.18	8.27	17.75
2.	Assam (1971)	*	6.89	*	9.93
3.	Bihar	36.68	53.00	6.82	13.00
4.	Gujarat	12.58	76.78	31.40	11.71
5.	Haryana	62.04	47.43	(No ST)	—
6.	Himachal Pradesh	44.01	69.56	4.94	4.00
7.	Karnataka	29.23	54.19	8.80	2.24
8.	Kerala	28.25	36.18	3.20	7.83
9.	Madhya Pradesh	23.77	24.99	35.95	47.90
10.	Maharashtra	12.98	32.78	19.22	18.14
11.	Manipur	0.82	Nil	8.72	Nil
12.	Orissa	27.94	31.09	35.73	42.93
13.	Punjab	71.13	49.15	(No ST)	—
14.	Rajasthan	41.86	34.52	17.41	12.65
15.	Tamil Nadu	43.13	32.58	1.43	0.02
16.	Tripura	18.63	22.01	41.83	18.78
17.	Uttar Pradesh	49.25	59.23	0.12	N.A.
18.	West Bengal	39.32	41.10	16.13	19.50
19.	Dadra & Nagar Haveli	0.77	0.82	96.30	99.12
20.	Delhi	42.92	N.A.	(No ST)	—
21.	Pondichery	51.79	66.67	(No ST)	—
	Total	33.00		12.88	
	India	32.96	36.95	12.96	14.57

\*Census could not be held in Assam owing to disturbed conditions prevailing there at the time of 1981 Census. The 1971 Census of Assam which included Mizoram at that time returned the total number of agricultural labourers as 4,05,998 and that of SC and ST as 34,712 (8.55%) and 29,632 (7.30%) respectively.

4.88 Though the rural landless may include non-agricultural labourers as well, for the purpose of this programme it may be presumed that the percentage of Scheduled Caste agricultural labourers in the total population of agricultural labourers in a State corresponds to the percentage of landless Scheduled Caste persons in the total population of landless people who are eligible for allotment of ceiling surplus land. When we compare the figures in columns 3 and 4 of the above table, we find that the position of allotment of ceiling surplus and to the Scheduled Castes has been satisfactory in *Andhra Pradesh, Bihar, Gujarat, Himachal Pradesh, Karnataka, Kerala, Madhya Pradesh, Maharashtra, Orissa, Tripura, Uttar Pradesh, West Bengal, Dadra & Nagar Haveli and Pondicherry*. The performance of Gujarat has been outstanding. On the other hand, proportionately less quantity of ceiling surplus land was allotted to the Scheduled Castes in *Assam, Haryana, Punjab, Rajasthan and Tamil Nadu*. Similarly when we compare the figures in columns 5 and 6, we find that the position of allotment of ceiling surplus land to the Scheduled Tribes was satisfactory in *Andhra Pradesh, Assam, Bihar, Kerala, Madhya Pradesh, Orissa, West Bengal and Dadra & Nagar Haveli*. Surprisingly a number of States were found wanting in the matter ; those States being *Gujarat, Himachal Pradesh, Karnataka, Maharashtra, Rajasthan, Tamil Nadu and Tripura*. In Manipur only 37 acres of land were allotted and all the beneficiaries were non-Scheduled Caste/Tribe. The Commission recommend that the percentage of land allotted to the Scheduled Castes/Scheduled Tribes should in no case be less than the percentage of the Scheduled Castes/Scheduled Tribes to the total number of agricultural labourers in a State/UT.

4.89 The position of implementation of ceiling surplus laws in some States/UTs is discussed below :

**Assam :** In Assam there is no specific provision regarding distribution of surplus land in favour of the SC and ST. Non-officials have not been associated with the distribution of surplus land. There have been complaints, specially from the tribals, regarding forcible dispossession of lands given to them.

**Haryana :** The ceiling law, viz., the Haryana Ceiling of Land Holding Act, 1972, by and large has been framed on the national guidelines. No specific provisions have been made in the Act to provide for priority to the Scheduled Castes while allotting surplus lands. But the actual allotment made is nearly 50% which could be considered as satisfactory.

**Himachal Pradesh :** There is no specific provision in the Himachal Pradesh Ceiling on Land Holding Act, 1973, for giving priority to the Scheduled Castes and Scheduled Tribes in the matter of grant of surplus land.

**Jammu and Kashmir :** In Jammu & Kashmir, plantations and orchards have been exempted from the operation of the ceiling laws. Under the Big Landed Estates Abolishing Act, 1950, 9000 estate owners surrendered 4.5 lakh acres of ceiling surplus land. Out of these, 2.2 lakh acres were transferred to actual tillers as owners and the rest were vested in the Government. Though the new Agrarian Reforms Act, 1976, which came into force with effect from 13-7-79, had reduced the ceiling and introduced the concept of family which could hold a unit of ceiling land, it does not take into consideration many of the national guidelines. The compensation fixed for surplus land is at the market rate and not multiples of land revenue on the land. There is no specific provision in the Act granting priority to the Scheduled Castes in allotment of surplus land.

**Karnataka :** The Karnataka Land Reforms Act of 1961 was enforced with effect from 2-10-65 after a lapse of three years. It was strange that not a single acre was declared as surplus under this Act till it was amended against in 1974. According to the Jatti Committee Report (1957) out of the total area of 267.8 lakh Acres, 206.4 lakh acres were under personal cultivation by owners and the remaining 61.4 lakh acres were cultivated by tenants. But from the land reforms progress report upto the end of December 1982 furnished by the State Government, it is seen that 4,57,665 ex-tenants have been given occupancy certificates over an area of 18,36,739 acres and the disposal is complete. What happened to the remaining vast extend of land and its tenants ? Evidently they were evicted and their lands were grabbed by landlords. The Advisor, Land Reforms, Government of Karnataka, observed in his study report that land which should have come to the surplus pool had been granted to spurious tenants because of change in the definition of tenant and that the land was now probably in the possession of the landlord or his nominee who had unauthorisedly dispossessed the protected tenant and inducted illegally some other person later as a tenant. Out of an estimated surplus area of 4 lakh acres in Karnataka, only 2.96 lakh acres have been declared as surplus so far. In a detailed study of the implementation of land reforms measures in the State, Shri L. R. Naik, formerly Member of High Power Panel on Minorities, Scheduled Castes/Scheduled Tribes and other weaker sections has observed :

"Enquiries have revealed that false declarations have been made by big landowners by usual devices such as benami transactions, paper transactions, creation of false tenancies in the names of their relatives, friends and disguised various other purchasers. Several complaints were also received from the beneficiaries of surplus land that they had been forcibly evicted from their lands by the rich and influential landowners. Neither the police

nor the revenue officers concerned with the implementation of land reforms laws have taken any effective action to prevent such occurrences. Several false tenancies have been created in respect of surplus lands and applications made for grant of occupancy rights by unauthorised persons. The land revenue tribunals have by and large conceded their requests".

**Kerala :** In this State one half of 87½% of the surplus lands available for assignment shall be assigned to landless agricultural labourers belonging to the Scheduled Castes and Scheduled Tribes and converts from Scheduled Castes to any religion (proviso to sub-section 1(i) of Section 96 of Kerala Land Reforms Act).

"Kudikidappukars" (house sites) on the allotted land are also assigned to the allottees of land under the above act.

**Meghalaya :** No ceiling laws have been enacted. There are no records of rights to show the extent and classification of landholdings because land belongs to the community or private individuals and not to the State (except in the plain portion of Garo Hills and in Shillong). The State Government have decided to conduct cadastral survey of all the land for which the Meghalaya Land Survey Records Preparation Act, 1980, has been passed.

**Nagaland :** Land vests in the community and not in the State. Therefore, the question of framing tenancy or ceiling law does not arise.

**Rajasthan :** Exemption made in the case of lands held by religious or charitable trusts including Wakf as defined in the Wakf Act, 1954, of public nature is not in accordance with the national guidelines. A vast extent of such lands exists and if brought within the purview of the ceiling law, a substantial additional area would be declared surplus for being distributed among the needy landless persons. Vast extent of land is likely to be brought under irrigation from Government sources and there is, therefore, need to update the Revenue records on top priority basis for smooth implementation of ceiling laws so as to arrive at Maximum area of surplus land. The ceiling laws will also have to be amended to reduce the wide disparities between the rural rich and the rural poor. Some cases of dispossession of surplus land allottees have been reported.

**Sikkim :** The ceiling prescribed in the Sikkim Agricultural Land Ceiling and Reforms Act, 1977 (enacted on 22-6-1978) are uniform throughout the State. It has been represented by the tribals, i.e. Bhutias and Lepchas, who generally hold lands at the higher altitudes of hilly terrain, that since their lands are less fertile than *tarai* land generally held by non-tribals, the quantum of ceiling in the case of the former should be raised to 25 standard acres instead of 12½ standard acres for each

family comprising 3 members and should be adjusted suitably in the case of a larger family. They have also represented that lands under cardamom and orchards should be exempted from the provisions of the ceiling law as had been reportedly done in Kerala and Tamil Nadu where lands under plantations of cardamom, rubber, coffee, etc. were reported to have been exempted from the ceiling even in the case of non-tribals.

**Tamil Nadu :** The ceiling laws have not been implemented satisfactorily. It is reported that lands were transferred in favour of minor sons, minor grandsons, unmarried daughters and unmarried grand daughters during the period between 15-2-70 and 2-10-70. Strangely, such transfers were excluded on the grounds of administrative difficulties. The following exemptions also are in the contravention of the national guidelines :

- (i) lands held by religious institutions or religious trusts of public nature as on 1-3-72.;
- (ii) all plantations in existence as on 15-2-70 and continue to remain as such,
- (iii) lands converted on or before 1-7-59 into orchards or topes or arecanut gardens so long as they continue to be orchards,
- (iv) stridhan land upto 10 acres.

In Tamil Nadu a vast extent of fertile temple lands has been kept beyond the purview of the land reforms laws unlike the neighbouring States of Karnataka and Kerala. On account of this the area assessed to be surplus is almost half of the estimated surplus area. The State Government have admitted that large scale transfers of land were effected by big landowners anticipating the enactment of ceiling laws on agricultural holdings just prior to 6-4-1960, the date on which the principal Act was enforced. The powerful landowning classes and castes in the State have prevented framing and implementation of ceiling laws in accordance with the national guidelines.

**Uttar Pradesh :** On receipt of some complaints from certain quarters against dispossession of ceiling land allottees from the allotted land by some influential persons, the State Government launched a vigorous campaign for delivery of possession to the ceiling allottees with effect from 17-6-1980 and this campaign remained in force upto the end of December, 1980. Cases of dispossession were identified and efforts made to deliver physical possession to the allottees. As a result of this campaign, all ceiling allottees were given physical possession of their lands except 4,877 allottees involving an area of 2,773 hectares upto May 1981. These cases were mostly those which were under litigation and the District Magistrates have been instructed to ensure speedy disposal of these

cases so that allottees may get possession of their allotted lands. As a measure to prevent further encroachment on their land, a penal provision has been made in the Ceiling Act which provides minimum punishment of 6 months' imprisonment and fine which may extend to Rs. 3,000. Despite all this, there were some complaints of dispossession of allottees. Hence a campaign was again launched with effect from 2-10-81 for delivery of possession to the allottees.

**West Bengal :** In West Bengal a concerted drive for vesting more and more ceiling surplus land, distribution of vested land among the rural poor and rewarding of Bargadars through 'Operation barga' became important operational features of the West Bengal Land Reforms Act, 1955, in recent years. This ended a long history of agony and struggle that actual tillers of soil like Bargadars had undergone since 1793 when permanent settlement was forced on them by alien rulers. The main features of the land reforms programme in West Bengal include quick recording of the names of sharecroppers (Bargadars) through a movement called 'Operation Barga' distribution of already available ceiling surplus vested lands among the landless; special drive for detecting and vesting more ceiling surplus lands; arrangements for institutional credit cover to the share-croppers; assignment of permanent title for homestead purpose to all the landless agricultural labourers, artisans and fishermen; provision of tiny sources of irrigation to the assignees of vested lands; financial assistance in the form of subsidies to those assignees; abrogation of old revenue system which was a hangover from the era of zamindari; restoration of land alienated by poor and marginal farmers through distress sales; and implementation of NREP for developing rural infrastructure which would primarily benefit the assignees of lands. These multidimensional activities undertaken by different departments of the State Government have a common objective of helping the poor neglected so far. Nearly, 13 lakh landless or extremely marginal farmers have been given permanent productive assets in the form of land. Similarly, 12 lakh sharecroppers whose existence all along had been insecure have been assured heritable right of cultivation by making appropriate entries in the land records. Over 82,000 landless agricultural workers, fishermen and artisans have been given title to homestead plots upto 8 percents, each under their occupation. This is an important step towards satisfaction of basic needs of these destitute groups. Through these processes, over 2.5 million poverty-stricken families in the agrarian sector have been given a minimum measure of economic guarantee. The Scheduled Castes and Scheduled Tribes constitute about 60% of these beneficiaries.

**Mizoram :** No ceiling law exists in this Union Territory as the land belongs to the community and not to the State.

**Pondicherry :** The Pondicherry Land Reforms Act which came into force with effect from 24-1-71 fixes a ceiling of 6 standard hectares in respect of every person and in respect of every family consisting of not more than 5 members. Every additional member is entitled to 1.2 standard hectares but not exceeding 12 standard acres cumulatively.

Statewise account shows that vigorous efforts on campaign basis are needed to be made for effective implementation, by identifying and plugging the loopholes and following the national guidelines by appropriate amendment of legislations.

4.90 There has been criticism in some quarters that the net result of these land reforms measures has been reduction in agricultural productivity and production. But a recent study conducted by the Socio-economic Research Institute, Calcutta, reveals that 40% of the share-cropper households reported increased yield of paddy. It was also found that the Bargadars were in a better position to bargain with the traditional sources of credit like *mahajans* and landowners. It was significant that 20% of the households did not report any outstanding loan.

#### Assistance to assignees of ceiling surplus land

4.91 Almost all the Scheduled Caste and Scheduled Tribe assignees of ceiling surplus land in different States/UTs may be below the poverty line. It is necessary to provide them with funds to develop the allotted land, use essential inputs and earn adequate income from cultivation to become self-reliant. Most of the allotted land was of poor quality. With the above objective in view, a Centrally Sponsored Scheme was introduced in 1975-76 for (i) short-term assistance @ Rs. 500 per hectare as grant for the first two agricultural seasons for the purpose of purchase of inputs and (ii) consumption requirements. This assistance was made available in respect of lands distributed after 1-1-75. The quantum of assistance was raised to Rs. 1,000 per hectare to be shared equally by the Central and State Governments on 50:50 basis. Originally the scheme was in operation in areas not covered by special programmes like SFDA, DPAP, etc. Later on it was made applicable to ITDP areas. However, with the extension of IRDP to all Blocks in October 1980. This scheme was extended to the whole country with effect from 1981-82.

4.92 An amount of Rs. 8,38,96,921 was spent from 1975-76 to 1978-79 on the scheme towards land development (Rs. 1,56,51,514 as loan) and short-term assistance (Rs. 6,82,45,407 as grant). Under the revised pattern the Central Government released Rs. 1,30,20,409 during 1982-83 but the utilisation of funds was only Rs. 56,62,545

or 43.49%, which is considered very unsatisfactory in view of the fact that the desired machinery has already been in existence for a number of years in various States under IRDP, ITDPs, etc., for implementation of this important programme. The Union Ministry of Rural Development may ascertain reasons for the poor progress and take suitable remedial measures.

4.93 The Ministry of Rural Development have not been able to supply the details of physical achievements under the scheme as regards the number of beneficiaries assisted, area developed, manner of utilisation of funds on land development and consumption requirements, extent of contribution made by them, etc. The concerned State Governments may furnish the above information to the Ministry and this Commission for a fuller assessment of this scheme. Further, the Commission recommend that the Central Government may further revise the scheme with a view to covering allottees of Government waste lands, the first preference being given to the Scheduled Caste and Scheduled Tribe allottees.

#### Allotment of Government waste land

4.94 In Rajasthan, 12,593 and 18,923 SC and ST landless families out of 67,881 total allottees were allotted 26,062 and 34,734 acres of land respectively in non-command areas. In command areas, 3,097 SC and 9,123 ST landless families out of 20,627 total allottees were allotted 7,378 acres and 11,457 acres of land respectively. No other State Government/UT Administration has furnished information in this regard.

#### Measures to prevent alienation of land

4.95 Various legislative and executive measures taken to prevent alienation of land from tribals to non-tribals have been mentioned in the Second and Third Reports of this Commission and no change in these has been reported during the year 1982-83 by the State Governments. The State Governments which have promulgated Acts/Regulations to prevent alienation of tribal land, viz., Andhra Pradesh, Assam, Bihar, Gujarat, Himachal Pradesh, Karnataka, Kerala, Madhya Pradesh, Maharashtra, Manipur, Orissa, Rajasthan, Tripura, Uttar Pradesh and West Bengal have not furnished particulars regarding alienation of land and measures taken to restore the alienated land. In Tamil Nadu, there are standing orders of the Board of Revenue on the subject.

4.96 The position of alienation of land belonging to SC/ST in some of the States is discussed below :

**Gujarat :** Only 7,980 (76.80%) cases were disposed of out of 10,390 cases instituted during 1979-80 in the Scheduled Area involving restoration of 16,388 acres of land to the tribals. The number of tribals to whom land has been restored has not been mentioned.

**Himachal Pradesh :** The State Government have furnished nil information for the year 1982-1983.

**Maharashtra :** Out of 47,574 cases instituted, 45,152 (94.91%) were disposed of, leading to restoration of 71,982 acres of land to 21,515 tribals. Thus the progress in the State seems to be quite good.

**Orissa :** 2,914 cases were instituted in the Scheduled Areas according to Regulation 2 of 1956 during 1981-82 but only 2,379 (81.64%) were disposed of, benefiting 2,707 tribals with 1399.98 acres of land restored.

**Rajasthan :** The State Government have stated that as law does not permit transfer of lands of SC and ST to a non-SC/ST person, the question of alienation of lands of SC/ST does not arise. The Commission are of the view that the Government of Rajasthan may verify the actual position from the competent authorities in the Scheduled Areas and furnish a report in this regard.

**Sikkim :** A serious problem is being faced by the Scheduled Tribes of this State. Under the provisions of Revenue Order No. 1 dated 17-5-1917 issued by Mr. C. A. Bell, the then Superintendent, Sikkim State, lands belonging to the tribals could not be transferred to non-tribals either by way of sale, gift or mortgage or sublet without obtaining permission from the Government or any officer authorised by the Government. This Revenue Order No. 1 of 1917 has been annulled under Section 35 of the Sikkim Agricultural Land Ceiling and Reforms Act, 1977. This annulled has not yet been endorsed but the tribals, who are the original inhabitants of Sikkim, fear that it could be done any time by the Nepalese who at present constitute a big majority in the State. The Government of India may take suitable steps to protect the interests of the of the Scheduled Tribes of this strategic State.

**Tripura :** The information upto November 1983 shows that out of 17,278 cases instituted for restoration of land, only 3,441 were disposed of, resulting in restoration of 3,346.60 acres of land to 2,672 Scheduled Tribe persons. The law provided for restoration of lands alienated by tribals on or after 1-1-69. Therefore, 11,095 cases included in the total cases either relate to the period prior to 1-1-69 or the lands transferred are Government *Khas* lands in unauthorised occupation of tribals, etc.

**West Bengal :** The partial information received from the State Government shows that only 54.74 acres of land were alienated and out of it, only 1.24 acres were restored during 1980-81.

4.97 The Acts/Regulations for prevention of alienation of tribal land promulgated by the governments of Gujarat, Himachal Pradesh, Maharashtra, Rajasthan, Tamil Nadu and



Uttar Pradesh permit a tribal to transfer his land to a non tribal for a genuine cause, with the approval of the competent authority. One important genuine cause of transfer of land is disproportionate and demonstrative expenditure on social/financial obligations, leading to economic deprivation of the family. The State Governments may, therefore, provide adequate financial assistance to needy Scheduled Tribe families out of the Tribal Sub-Plan and the IRDP so that they are not forced to part with their lands for any such consideration whatsoever.

4.98 The Commission also make the following recommendations :

- (a) The concerned State Governments may make greater efforts for speedy disposal of cases of alienation of lands belonging to SC/ST and to ensure physical possession of the restored land to the lawful SC/ST owners of the land. They may immediately take up a review of the problem and if necessary, special financial provisions may be made under Article 275 (1) of the Constitution for effective administrative machinery to achieve the said objective. The same machinery could also perhaps ensure that the landless SC/ST get their due share in allotment of ceiling surplus land and Government waste land.
- (b) The tribals living near the new industrial and hydro-electric projects are the worst sufferers as their exposure to the outside elements enables the latter to encroach upon the tribal lands through foul means. The State Governments should take adequate steps to prevent such situations.
- (c) The Report on the Development of Tribal Areas by the National Committee on Development of Backward Areas, Planning Commission, has made 53 useful recommendations against alienation of land from tribals to non-tribals. The Commission agree with those recommendations and urge expeditious action thereon by the concerned Governments.

#### Consolidation of holdings

4.99 Agricultural holdings in India are not only small but fragmented which makes the planning for development of agriculture very difficult. According to the information collected from the Ministry of Rural Development, the work of consolidation of holdings has been completed in Haryana, Punjab and Uttar Pradesh. It has made good progress in Bihar, Himachal Pradesh, Gujarat, Maharashtra and Orissa as the laws in these States provide for compulsory consolidation. Madhya Pradesh and West Bengal laws provide for voluntary consolidation while no such law exists in Andhra Pradesh, Kerala, Manipur, Tamil Nadu and Tripura. There is no scope for consolidation in Meghalaya, Mizoram, Nagaland and Arunachal

Pradesh. Altogether only 31.4% of the cultivated area has been consolidated, which means that the State Governments will have to take suitable steps to effect consolidation of holdings, particularly of small and marginal farmers who preponderantly belong to SC/ST. This will enable them to take due benefit of schemes under the SCP and the TSP meant for raising productivity.

#### Compilation and updating of land records

4.100 No State Government/UT Administration except West Bengal has furnished information in response to the Commission's Report circular regarding updating of land records. The Government of West Bengal have informed that special attention is being paid for updating the land records of the Scheduled Castes/Scheduled Tribes through Operation Barga. Instructions had been given to the police to render help in the process of recording of Bargadars for the purpose. Till December 1983 the progress was as follows : No. of mouzas 38,296, field enquiries completed 35,976, attestations completed 28,373, draft publication completed 19,766 and final publication completed 8,209. A special programme for updating of land records of tribal people in Purulia District and Islampur Sub-Division of West Dinajpur District was in progress during the year.

4.101 The overall position of compilation and updating of land records for 1982-83 collected from the Ministry of Rural Development, which deals with land reforms including land records, shows that the land records were fairly updated in Andhra Pradesh, Gujarat, Haryana, Himachal Pradesh, Jammu & Kashmir, Karnataka, Kerala, Madhya Pradesh, Maharashtra, Punjab, Rajasthan, Tamil Nadu, Uttar Pradesh and West Bengal. Records are updated through the annual crop register in most of the States. Revisional survey and settlement operations are being carried out in Andhra Pradesh, Assam, Bihar, Gujarat, Himachal Pradesh, Meghalaya, Orissa, Sikkim, Tripura and West Bengal and these operations are likely to be completed by the end of the Sixth Plan period.

4.102 It may be stressed that it is essential to patiently reconstruct land records in several States. Proforma transfers have to be detected and nullified. To prevent evasion, local committees on which the landless labourers are adequately represented should be associated with implementation of the laws. The administrative machinery may be geared up by constant supervision. Deterrent and prompt action against public servants found to have acted in collusion with persons trying to evade the law is desirable.

4.103 Benefits of irrigation and modern technology have reached only the well-to-do farmers. Land records should be updated systematically in respect of command areas of all on-going irrigation projects. Suitable laws should be enacted, if not already done, preventing transfers



of lands coming under command areas to imaginary persons or bodies much earlier to commissioning of on-going irrigation projects. In case of the existing irrigation projects, it is necessary to verify whether assessment of surplus land is done properly and strictly in accordance with law.

#### Administrative machinery and monitoring

4.104 The State Governments/UT Administrations may set up a suitable administrative machinery for implementing land reforms laws and keep it in proper trim by systematic in service training and periodic orientation courses. Able and dedicated men with faith in land reforms may be posted to key position in this set up.

4.105 According to information available with us, two State Governments, viz., those of Assam and Haryana, have adopted certain special measures to monitor the implementation of land reforms laws. In Assam, the State Government have recently set-up of Land Reforms Commission to investigate into the problems of implementation of land reforms laws. Similar Commissions may be set up by the other State Governments/UT Administrations. The Ministry of Rural Development, which is at present merely compiling the figures received from the State Governments/UT Administrations may systematically monitor the implementation of these laws. The Planning Commission too may play a more active role in this area. In Haryana the State Government have constituted a Land Reforms Review Committee under the chairmanship of the Chief Secretary in order to expedite the finalisation of surplus area cases pending under the old Acts as well as under the Ceiling Act, 1972, and to utilise the surplus area speedily. This Committee checks in detail the progress of land reforms in various Sub-Divisions in the State by examining the Sub-Divisional Officers (Civil) who are the Prescribed Authority/Allotment Authority of the Sub-Division where the workload is heavy, and gives appropriate directions to them to complete the work at the earliest. It is recommended that similar steps may be taken by the other State Governments/UT Administrations.

#### Minimum wages for Agricultural Labourers

4.106 According to 1981 census the number of agricultural workers in the country was about 55.4 millions. Of them the Scheduled Castes were about 18.2 millions (33%) and the Scheduled Tribes about 7.2 millions (13%). With announcement of the New 20-Point Programme of the Prime Minister on 14-1-82, the State Governments/UT Administrations were advised by the Ministry of Labour (i) to ensure that minimum rates of wages were fixed, wherever necessary, and to review and revise them where such revision was due in accordance with the recommendations of the Labour Ministers' Conference (July 1980) that the minimum wages be revised every two years or on a rise of 50 points in the CPI

(Consumer Price Index) Number, whichever was earlier; (ii) to reduce the delays in revision of minimum wages by adopting the notification method and also the time lag between the preliminary and final notifications; (iii) to review their staff position to secure better implementation by periodic inspections, prosecution of defaulters and speedy settlement of claims; (iv) to devote attention in the first instance to the enforcement of minimum wages in vulnerable areas in the States where there was a concentration of Scheduled Caste or Scheduled Tribe agricultural workers; (v) to evolve a common strategy for the enforcement of minimum wages in agriculture, etc., and (vi) to draw up a programme of continuing publicity of the minimum rates of wages fixed or revised for agricultural workers through various media and the field publicity organisations. Besides the Ministry of Labour drew up a Plan of Action to secure fixation and revision of minimum wages for employment in agriculture and their effective enforcement. The proposal for enactment of a Central legislation for agricultural workers was discussed at length at the Labour Ministers' Conference held in August 1981 and later a working group was appointed for an indepth study on the need for a Central legislation but no consensus could be reached. It has been finally decided that suitable legislation to regulate the working conditions of agricultural workers may be enacted by the State Governments themselves. All the State Governments except Kerala which has already enacted a law on the subject have been advised accordingly.

4.107 A statement showing Statewise minimum wages in agriculture (for unskilled workers) as fixed by the Central Government and reported by the State Governments/UT Administrations as on 20-11-83 has been given in Annexure IX. It would be seen therefrom that minimum wages fixed in 1980-81 by some States/UTs need revision. The Commission recommend that minimum wages are revised from time to time strictly in accordance with the guidelines given by the Ministry of Labour, Government of India.

4.108 Only 10 State Governments have informed this Commission about the machinery set up by them for enforcement of minimum wages for agricultural workers. The position is furnished at Annexure X. Steps taken by the various State Governments for the proper enforcement of minimum wages particularly in respect of agricultural workers need to be appreciated. But the Commission observe that considering the vast areas, nature and magnitude of work involved, enforcement machinery is not at all adequate and, therefore, needs to be substantially strengthened. Advisory Committees may be set up in the States where such Committee have not been set up for effective enforcement of the Minimum Wages Act.

4.109 It has come to the notice of this Commission that due to non-availability of regular employment during the major part of the year, the

agricultural workers are forced to accept less wages from the landlords/contractors, etc. In some States, there is also discrimination between men and women in actual payment of wages for the same work. In many States, atrocities on SC & ST persons are sometimes committed mainly because they demand their minimum wages. The Commission, therefore, recommend that the State Governments and UT Administrations may create employment opportunities during the non-agricultural season so that the poor landless labourers are not left alone to fight the odds.

### Forest and Tribals

4.110 The Ministry of Home Affairs had constituted a Committee under the Chairmanship of Dr. B. K. Roy Burman in April 1980 to suggest guidelines to reorient forest policy to serve the tribal economy in accordance with the resolution adopted at the Conference of State Ministers in charge of Forests and Tribal Development held in July 1978. The Committee's Report containing valuable information and recommendations was published in September 1982. The Committee has made a number of useful recommendations on the approach and the future strategy to be adopted towards reviewing the forest policy and reformulating the programmes of forestry, tribal development, shifting cultivation, forest villages, minor forest produce, forest labour cooperatives and social forestry.

4.111 The overwhelming majority of the population living in forests are tribal communities. Forest communities depend on forests for food, medicine, shelter, sport, entertainment and relaxation. A majority of the tribal population sustains itself on forest-gathered foods during lean months of April to September. Forests play an important role in the tribal life and culture, folklore and rituals.

4.112 In recent years, there has been an all round recognition that there cannot be any development of forests without the development of the forest dwelling tribal communities. The groups of tribals dependent on forests may be classified into the following categories :

- (a) **Hunters and food gatherers :** Many of the tribal communities recognised by the Government as primitive tribes fall under this category and depend squarely on forests. The forest policy for these groups has to be extremely liberal.
- (b) **Nomadic and pastoral groups :** There are several tribal groups who domesticate cattle, goats and sheep and are semi-nomadic. A study is required to assess their grazing requirements, grazing rules in force, grazing charges levied, concessions, their day-to-day problems etc. Assuming that the activity of rearing of animals alone, may not make them economically better off, alternative or subsidiary occupation will have to be considered for them. For this purpose the Tribal Development

Departments in the States may liaise with the Forest and Industries Departments in equipping these groups with some skills and in securing for them credit assistance, etc.

- (c) **Shifting cultivators :** Several tribal communities of the North-East Region, Orissa, Madhya Pradesh, etc., practise shifting cultivation. According to an estimate, nearly 10 lakh hectares of forest land is subjected to shifting cultivation every year by nearly 6.5 lakh tribal families. With the increase in population the cycle of Jhum has come down to 3 or 4 years, thereby resulting in less productivity of food crops. The Government of Tripura have set up Rehabilitation Plantation Corporation in Feb' 83 for weaning away the tribals from jhumming. The other concerned States/UTs may also set up similar authorities, which should, *inter-alia*, prepare Master Plans for the next 10-15 years for the proper settlement of the Jhumia. They may be encouraged to take to horticulture and cash-crops. This authority may also have to adopt a common viable strategy towards forestry on hill tops, horticulture on intermediate slopes and terrace cultivation on the foothills in respect of hilly and sub-mountainous areas.

- (d) **Forest villagers :** It is estimated that nearly 2 lakh tribal families live in about 5,000 forest villages in the country. These families residing mostly in the reserved forest areas have not yet been reached by the planners. Till such time as the forest, villages are converted into Revenue villages there is need to provide heritable but inalienable leases for the lands they are cultivating. The forest villagers need all the benefits of the developments schemes linked with credit assistance including the benefits out of IRDP including TRYSEM and employment oriented schemes as are being availed of by other villagers. They may also be given ownership rights on the trees growing in the holdings allotted to them in the forest villages. The Government of Maharashtra have already entitled the forest villagers to acquire inalienable rights to land and obtain benefits of development plans. In Karnataka, the forest villagers are being trained in logging and given fruit plants for their orchards. The Government of Madhya Pradesh are understood to have set up a Tribal Development wing in the Forest Department (having drawn officers from various development departments) for the development of nearly 1,400 forest villages. The other State Governments having forest villages may examine the steps taken by the Government of Madhya Pradesh to develop and promote the welfare of people living in the forest villages.

**(e) Tribals who own timber trees on their lands**

According to an estimate nearly 40 lakh tribal families own timber trees worth crores of rupees on their lands. They may be assisted in scientific management of timber trees in order to improve their economy. The personnel of the Tribal Development and Forest Departments may jointly plan a suitable programme of educating the tribals in better management and disposal of trees standing on their holdings. If necessary, the State might assume the right to provide guidelines about land use and resource mobilisation on community and private lands. The Government of Orissa have enacted a legislation viz., The Orissa Protection of Scheduled Castes and Scheduled Tribes (Interest in Trees) Act, 1981 to provide for the protection of the members of the Scheduled Castes and Scheduled Tribes from exploitation in the matter of transfer of their interest in 27 specified trees. The Act was assented to by the President on 13-8-83.

- (f) Tribal artisans (forest based) :** Nearly 3 lakh tribal families eke out their living by working as artisans such as in wood crafts, bamboo, cane and grass crafts, manufacture of kattha, etc. It is necessary that they are imparted training in new designs and effective marketing of their finished products. Alongwith supply of raw material from forests at concessional rates they should also be supplied with other inputs and credit assistance. Such artisans are scattered all over the forest areas and to bring them under one roof is not an easy task. Till such time as the Industries Department or the Handicrafts Corporation is also to reach the tribal areas, the Tribal Development and Forest Departments will have to provide requisite assistance to develop entrepreneurship among the tribals.

**Collection of minor forest produce**

4.113 Most of the tribals are engaged in collection of minor forest produce. Now that many items of MFP are fast depleting, the tribal economy is being adversely affected. It is, therefore, felt that on one hand rejuvenation of MFP species may be undertaken as a crash programme and on the other tribals may not only be ensured fair price for the produce they have collected but they may also be trained in the first stage processing of certain MFP into oil, de-seeding of tamarind, etc., rolling of leaves, reeling of tassar, weaving of cloth etc.

4.114 The Central/State Governments concerned may consider the feasibility of establishing a National Forest Produce Corporation and state level minor forest produce corporations for scientific management and development of trade in minor forest produce with a view to sub-serving the interests of tribals.

**Tribals in thick forests**

4.115 In areas with thick forests tribal development should not pose any problem and the ITDPs located in such forest areas should plan forestry oriented development programmes for tribals, specially the agricultural labourers, in activities such as social security plantation, farm forestry, agroforestry, fodder development, sericulture, saw milling, furniture making, etc.

**Social forestry and plantations**

4.116 Often it is argued that social forestry will meet the primary needs of the rural people. But in the absence of the will of the community, technical support and perfect system of distribution of forest material, the plantations may not give the desired results. The Commission, therefore feel that in areas where community feeling is very strong among the tribals, social forestry may be accorded top priority. In other areas, women's force may be mobilised to promote social forestry as most of them work as fuelwood gatherers. In the rural areas plantation programmes may succeed provided right to usufruct is given to the tribals.

4.117 Time is not far when forest based industries would be set up in tribal areas. The Commission, therefore, are of the view that tribal youth need to be trained in various skilled jobs suited to forestry. Preliminary training facilities may be introduced by the Forest Department and the tribal youth trained on apprenticeship basis.

4.118 Traditional rights, concessions and privileges enjoyed by the tribals in forest as given in the report of Dr. B. K. Roy Burman referred to above in respect of some States and additionally available in the Commission for some other States have been listed in Annexure XI.

**Special Central Assistance**

4.119 Out of the Special Central Assistance of Rs. 470 crores for Tribal Sub-Plan allocated by the Ministry of Home Affairs the allocation for forests is only Rs. 36.83 crores (7.8%). It is urged that the Ministry of Agriculture (Forestry Wing) may study the needs of tribals in relation to forests and provide suitable allocations for satisfying the same. It may also have a separate call for the development of tribals in the forestry sector.

**Fisheries**

4.120 Development of fisheries has a special significance for the Scheduled Castes and Scheduled Tribes as it not only provides them employment but also has a great potential for their economic betterment. Presently about 41 lakh persons belonging to the Scheduled Castes derive their livelihood from this sector alone. Primarily the fisherman community is concentrated in the eastern and southern parts of the country. But due to technical advancement there is a vast scope of this sector to provide more and more

employment opportunities in other parts of the country. The following table indicates the number of Scheduled Caste persons engaged in this sector in 10 States :

TABLE 21

	No. of Sch. Caste persons (in lakhs)
<b>Eastern region</b>	
(1) West Bengal . . . . .	30.57
(2) Assam . . . . .	5.25
(3) Orissa . . . . .	2.80
(4) Tripura . . . . .	0.67
(5) Manipur . . . . .	0.03
<b>Southern region</b>	
(6) Kerala . . . . .	1.17
(7) Karnataka . . . . .	0.09
(8) Tamil Nadu . . . . .	0.02
<b>Other regions</b>	
(9) Madhya Pradesh . . . . .	0.76
(10) Delhi . . . . .	0.01
Total . . . . .	41.37

It has been reported that whereas the Scheduled Caste persons are engaged in both marine and inland fisheries, the Scheduled Tribe persons generally pursue inland fishing. In fact, tribal fishermen are mostly agricultural labourers who take to fishing as an off-season occupation. Fishing provides them supplementary income as well as nutrition.

4.121 A technical committee appointed by the Central Board of Fisheries suggested that long term lease of tanks and ponds for 7 to 9 years instead of the old practice of annual lease would be most ideal and suitable. It also recommended the setting up of Fish Farmers Development Agencies (FFDA) with the object of utilisation of tanks and ponds vested in Panchayats and other local bodies for fish farming activities and to create employment opportunities for the rural youth. The scheme envisages adoption of technology of composite fish culture in farmer's ponds and a package approach in identifying fish farms, providing them water areas on long term lease, training of fish farmers, extension support, supply of input and reclamation cost on subsidy and loan basis. The pattern of assistance between the Centre and the States has been set as 50 : 50.

#### Fish Farmers Development Agencies (FFDA)

4.122 The FFDA's working as autonomous organisations (with the District Collectors as Chairman) were only 50 in 1980 and their number

increased to 108 in 1982-83. Out of 108 FFDA's there are 12 FFDA's in the following tribal districts:

S. No.	District	State
1.	Kamrup . . . . .	Assam
2.	Dumka . . . . .	Bihar
3.	Surat . . . . .	Gujarat
4.	Raipur, Shahdol, Durg, Raigarh, Biliaspur, Rajnandgaon	Madhya Pradesh
5.	Nagpur . . . . .	Maharashtra
6.	Ganjam . . . . .	Orissa
7.	South Tripura . . . . .	Tripura

Looking at the utility of this model the World Bank agreed to assist the Inland Fisheries Project spread over in 1,17,000 hectares of water area in 5 potential States of Bihar, Madhya Pradesh, Orissa, Uttar Pradesh and West Bengal.

4.123 The pattern of financial assistance under FFDA is as given below .

- Maximum subsidy at 25% of Rs. 10,000 per hectare for reclamation of ponds and tanks can be provided. In respect of the Scheduled Tribes it is 50%. In Kerala the Scheduled Castes have been treated at par with the Scheduled Tribes for this purpose. In West Bengal Scheduled Tribes beneficiaries received 50% subsidy subject to maximum of Rs. 6,000. Scheduled Caste persons below the poverty line received 25% subsidy from FFDA and 25% from the District Rural Development Agency.
- Maximum subsidy of Rs. 500 (Rs. 1,000 for tribals) per hectare for first year inputs under FFDA and Rs. 312.50 (Rs. 625 per tribal) per hectare under the Inland Fisheries Project. In Kerala the Scheduled Castes have been treated at par with the Scheduled Tribes for this purpose.
- Helping the farmers to obtain the balance amount required for reclamation as credit from financial institutions/banks.
- Providing stipend of Rs. 5 per day per trainee under the Inland Fisheries Project and Rs. 9 per day per trainee for other FFDA's, alongwith actual bus fare for field trips.
- In case the farmers are selected from those already trained and benefited by the FFDA, they would not be eligible for subsidy for reclamation and inputs again. But they would be provided with technical/extension support, besides supply of inputs required for fish culture.

4.124 Water sources after selection, are leased out to fishermen on long term lease of 7 to 10 years. In case the fishermen of the village belong to the Scheduled Castes and Scheduled Tribes,

they are given first preference in the lease. The FFDA's after providing them required training, arrange for subsidy/loan. It has been established that fish culture in tanks and ponds under the FFDA programme has proved to be economically viable and it is capable of yielding very good returns when the scientific fish farming is followed.

#### Work done by some State Governments

4.125 West Bengal and Kerala are the main fish producing States in the country. Work done by these States and Karnataka in improving the conditions of fishermen belonging to the Scheduled Castes and Scheduled Tribes is discussed here under.

4.126 In West Bengal during 1982-83, 138 groups of fishermen (470 persons) belonging to SC/ST were provided 330 nets and 109 boats 50% bank loan and 50% subsidy. Subsidy upto 40% is arranged for procuring/repair of boats and nets. In the areas predominantly inhabited by the fishermen, the State Government provided the following facilities: medical aid, tube wells, guide lights, approach road, community hall and marketing arrangements. As regards inland fisheries, there are 12 FFDA's each of which organised 15 days' training to fish farmers. The State Government have also set up a Fish Seed Development Corporation for the production of fish seed and its marketing. In the State nearly 3 lakh persons are engaged in inland fishing and depend upon either capture fishery or on netting in others' tanks on wages. It is necessary that they are diverted from capture fishery to culture fishery. This could be possible only when the fishermen's cooperative societies are organised and all Government owned water areas are leased out on long term basis to these societies. The wheels or borrow pits owned by the Railways may be leased out to these societies only.

4.127 In Karnataka, during 1982-83, 8 groups of Scheduled Caste fishermen (200 persons) were provided 8 purse-seines @ 33½% subsidy and 66½% loan under the Special Component Plan. Those engaged in inland fishing were assisted by the FFDA's and in 1982-83 their number was 242 persons. In Kerala, during 1982-83 training was provided to 9 Scheduled Caste persons in Ernakulam and 10 Scheduled Caste persons in Cannanore in mechanised fishing. Brackish water fish culture and composite fish culture were also introduced in Trichur District. The State Government have informed that any project of marine fishing required more than Rs. 5,000 and the banks were hesitant to release more than Rs. 5,000 without surety. Such a situation in fact came in the way of successful implementation of the programmes for the development of the Scheduled Castes. As regards inland fisheries, there are three FFDA's in the State. Sixty tribals were given training of 45 days' duration in 1982-83. The State Government have proposed to organise four cooperative societies of SC & ST fishermen at Mangalam, Walayar, Pothundy and Peechi.

4.128 The Commission make the following recommendations.

- (i) A Fisheries Development Authority for the Scheduled Castes and Scheduled Tribes may be set up in the North-Eastern Region and also in Kerala, Orissa and West Bengal. In other States where there is no such authority, but there are Scheduled Castes and Tribes fishermen, the Scheduled Castes and Scheduled Tribes Welfare Departments may set up working groups in consultation with the Fisheries Department and prepare plans for linking fisheries development programmes with the banks and District Rural Development Agencies.
- (ii) The FFDA's should be linked properly with the Scheduled Caste/Scheduled Tribe Finance/Development Corporation.
- (iii) Special comprehensive projects are required to look into the living and working conditions of fishermen, promotion of education of their children, their needs of raw materials and upgradation of skills. They have to be protected from middlemen and moneylenders. Therefore, the Ministry of Home Affairs may arrange to conduct socio-economic surveys of the Scheduled Castes and Scheduled Tribes fishermen in selected States such as Assam, Kerala and West Bengal in the first instance and prepare 10 year working plans for the development of the fishermen in consultation with the Commissioner, Fisheries, Government of India.
- (iv) The location of the FFDA's may be reviewed by the Ministry of Home Affairs and all the districts having adequate water areas and sizeable population of SC/ST fishermen should be covered by the FFDA's.
- (v) The rates of subsidy provided by the FFDA's to the Scheduled Tribes should also be made applicable to the Scheduled Castes.
- (vi) The FFDA's need to strengthen their marketing structure, otherwise middlemen will continue to exploit the fishermen.

#### Industries

4.129 Industries were set up in the tribal areas primarily taking into consideration the availability of raw materials and not for development of tribal areas or the tribal people as such. These establishments could not help the tribal population because of certain inherent drawbacks like lack of required education and training, absence of entrepreneurial ability, inadequate capital formation, etc.

4.130 The Study Team on Industries and Allied Sectors in Tribal Areas during mid-term plan 1978-83, in their report mentioned that industrial and mine complexes in the tribal areas had not helped the tribals. They had been driven away from and pushed out of their lands. They had not been employed by the industries which required skilled and semi-skilled workers. In fact,



the outsiders joined the workforce by passing the tribals. They also undertook other occupations such as supply of milk, eggs, vegetables, etc. The influx of outsiders also created social problems for the tribal communities who were isolated until the establishment of such complexes. The Working Group suggested that in future the development of the hinterland of the project should be treated as part of an industrial project. Although several recommendations were made with regard to the protection of the Scheduled Tribes such as upgradation of their skills, reservation of jobs, entrepreneurial training, educational development, general rural development and development of hinterland, their implementation has been tardy.

4.131 Although industries are being set up in the tribal areas, yet adequate number of SC/ST candidates have not been absorbed in them because Polytechnics and ITI's in the tribal areas do not necessarily offer the courses designed to meet the requirements of the Industries set up in such area and the training facilities are not adequate. It is, therefore, necessary that special attention should be paid to the spread of technical education in tribal areas and there should be proper coordination between the educational administration and the managements of industrial projects to provide worthwhile skills and employment opportunities to SC/ST.

4.132 It has been reported that some of the tribal families uprooted by the public sector projects and undertakings have not been properly rehabilitated even after a lapse of several years. Neither adequate compensation has been paid to them nor has even one member per family been provided with employment in those projects or undertakings. This is one of the causes of tribal unrest. The tribals who are dispossessed of their lands should not only be provided adequate and timely compensation for their assets but should also be rehabilitated permanently. Under every big or heavy industrial project there should be an exclusive cell to monitor the programme of rehabilitation of the families displaced on account of the setting up of the project. It should collect relevant information regarding land/property acquired submerged/affected, family displaced, rehabilitation measures undertaken, etc. This cell may include, *inter-alia*, representatives of the Ministry of Home Affairs, this Commission and the State Harijan/Tribal Welfare Department. The Annual Report or the periodical reports relating to each such project must contain a section on the rehabilitation of the families displaced by it.

#### Small and village industries

4.133 The Sixth Plan attaches considerable importance to the promotion of small and village industries in view of their large employment potential. The Plan envisages a public sector outlay of Rs. 1,780 crores for the programme. The Government of India have been laying emphasis on research and development work in this

sector towards evolving appropriate technology for improving the earning of artisans. Setting up of the Council for Advancement of Rural Technology was a step in this direction.

4.134 Point 18 of the New 20-Point Programme relates to handicrafts, handloom sector and small and village industries announced by the Prime Minister on 14-1-82. The Minister of Home Affairs in his letter dated 12-3-82 addressed to the Chief Ministers of States has, *inter-alia*, issued the following guidelines to the State Governments in so far as these relate to the Scheduled Tribes

- (i) Traditional tribal handicrafts may be encouraged and marketing facilities ensured to them.
- (ii) Technology of tribal artisans may be upgraded.
- (iii) Forest based small industries like honey extraction, *tassar* culture, processing of tamarind, gums, resin and broomsticks and manufacture of carpets, etc., in tribal areas may be developed.
- (iv) The tribals may be given training in entrepreneurial skill and provided with follow-up assistance in the form of financial support, supply of raw materials and arrangements for marketing of their finished products.

#### Assistance to SC/ST entrepreneurs

4.135 The Small Industries Service Institutes have been organising special entrepreneurial development programmes exclusively for the Scheduled Castes and Scheduled Tribes to motivate and equip them to set up small scale industrial units. In these Institutes 15% of seats are reserved for SC/ST in the training programmes. In the leather industry training programmes (in which more than 65% of the persons belong to the Scheduled Castes) regular and ad hoc training is given by the Central Footwear Training Centres at Agra and Madras. When consultancy services are provided on payment of charges, the Scheduled Caste and Scheduled Tribe entrepreneurs are given 50% concession. They are also allowed 10% concession in testing charges levied by the Regional Testing Centres. As regards margin money assistance, for projects upto an investment of Rs. 30,000, financial assistance upto 10% is given to general category of persons whereas in the case of the Scheduled Castes and Scheduled Tribes margin money assistance is upto 15% of the project cost. The SISIs had organised 18 entrepreneurial development courses, four managerial courses, three technical courses and four courses exclusively for Scheduled Caste and Scheduled Tribe persons in which 458, 130, 20 and 34 persons respectively were trained. In addition, 505 Scheduled Caste/Scheduled Tribe participants were trained in general programmes. These Institutes also executed 48 common facility service jobs for the benefit of 19 units run by the entrepreneurs belonging to these communities. Consultancy



services were extended to about 415 Scheduled Caste/Scheduled Tribe entrepreneurs during 1982-83 by these Institutes.

### District Industries Centres (DIC)

4.136 As on 31-3-83 there were 393 District Industries Centres in 29 States/UTs (there was no DIC in Delhi and Lakshadweep). The progress achieved under the DICs during 1982-83 (as on 31-10-83) was as given below :

TABLE 22

(In lakhs)

Activity	Number of beneficiaries		
	Total	SC	ST
(i) Entrepreneurs identified	3.65	0.64 (17.55%)	0.21 (5.64%)
(ii) New registrations done	2.70	0.31 (11.48%)	0.08 (2.90%)
(iii) New units established	3.65	0.90 (24.51%)	0.21 (5.73%)
(iv) Additional employment generated	11.82	2.34 (19.75%)	0.57 (4.86%)
(v) Credit assistance from banks/financial institutions	Rs. 560.32 crores	Rs. 44.10 crores	(7.87%) SC & ST

Work done for the development of the Scheduled Castes and Scheduled Tribes in regard to small scale industries in Assam, Himachal Pradesh, Kerala, Manipur, Punjab, Rajasthan, Chandigarh, Delhi and Pondicherry has been given in Annexure XII.

4.137 The Commission make the following recommendations :

- (i) All the Tribal Sub-Plan areas, Tribal States/UTs and districts having more than 20% Scheduled Caste population may be considered as industrially backward areas and all facilities/concessions extended to SC/ST entrepreneurs.
- (ii) Forest based cottage, village and small industries (like honey, sabai grass, lac, bidi leaves, extraction of oil from Kusum, Karanj, Neem, etc., processing of tamarind into concentrate, saw mills, furniture making, rope making, processing of gum, broomsticks, etc.) may be given liberal assistance.
- (iii) A systematic study may be made to find out the raw materials which are exported from tribal/backward areas to more advanced areas. On the basis of this study processing centres of these raw materials should be set up in tribal/backward areas.
- (iv) As the tribal/backward areas are inaccessible and have poor communication facilities, a system of freight subsidy both for raw material and finished goods may be introduced.

(v) Scope and capacity of entrepreneurial development training centres may be raised so that coverage of SC/ST persons could be increased significantly.

(vi) A District Industry Centre may also be set up in Lakshadweep where coconut and its subsidiary products could be tapped and employment provided to the local tribals.

(vii) As regards credit assistance from banks/financial institutions, the Scheduled Castes and Scheduled Tribes put together have received only 8% of such assistance. It is, therefore, necessary that young SC/ST entrepreneurs may be encouraged to set up not only tiny industries but small industries as well.

(viii) Forest and agro-based industries may be further developed.

(ix) The rates of stipends in the training programmes under Small Scale Industry sector should be suitably enhanced.

(x) Small Industries Service Institutes or at least their branches may be set up in the States/UTs where these have not been set up so far.

### Handloom

4.138 According to the 1971 Census nearly 47.10 lakh persons belonging to the Scheduled Castes are engaged in weaving in Bihar, Jammu & Kashmir, Kerala, Madhya Pradesh, Maharashtra, Orissa, Rajasthan, Uttar Pradesh, Tamil Nadu, West Bengal, Dadra & Nagar Haveli and Delhi. The handloom weavers in the western and north western States are predominantly from the Scheduled Castes. In the country a total number of about 16.8 lakh weavers have been brought within cooperative fold. Considering the fact that the SC/ST weavers suffer from unequal competition from the mass producers of handloom it is desirable to provide some in-built safeguards for the SC/ST weavers brought under cooperative fold to enable them to take adequate advantage of the programme like easy supply of credit, raw materials, improved designs and marketing outlets.

4.139 For augmenting the yarn availability in the handloom sector assistance is being provided through the cooperative sector for setting up new handloom weavers' cooperative spinning mills or expansion of the existing ones. By January 1982 the total number of handloom weavers' cooperative spinning mills in various States numbered 30. During 1982-83 assistance was provided to 7 new spinning mills and for expansion of 2 mills. The recently set up National Handloom Development Corporation is expected to help the State Governments in procuring and supplying yarn to the handloom weavers at reasonable prices.

4.140 Technological support is being provided to the handloom sector by 23 Weavers' Service Centres and three Indian Institutes of Handloom

Technology at Salem, Varanasi and Guwahati. The Centre at Guwahati has been set up in September 1982 to meet the specialised requirements in different States of the North-Eastern Region. Keeping in view the distribution of weavers, Institutes of Handloom Technology should be established in all the zones of the country to benefit the weavers in general and the Scheduled Caste Weavers in particular.

4.141 Provision of house-cum-work places for weavers needs to be further extended and made an integral part of the handloom development programme.

4.142 As the population of Scheduled Caste weavers is numerically very significant in Gujarat, Madhya Pradesh, Maharashtra, Manipur, Rajasthan and Uttar Pradesh, greater efforts are required to promote handloom in these States. In the States/UTs where the percentage of people living below the poverty line is relatively high (like Assam, Bihar, Madhya Pradesh, Orissa, Tamil Nadu, Tripura and Uttar Pradesh), handloom industry should be developed liberally.

#### Handicrafts

4.143 Handicrafts sector provides employment to nearly 20 lakh artisans specially in rural and semi-urban areas. These artisans mostly belong to weaker sections including the Scheduled Castes and Scheduled Tribes. In rural areas a large number of Scheduled Caste persons are engaged in weaving carpets. In the country there are 463 training centres for carpet weaving, each having a capacity to train 50 persons. In view of the enormous number of the weavers in the country, there is a need to extend the scope of training centres in improved quality weaving. On the lines of advanced training in carpet weaving in Jammu & Kashmir, the existing centres could also be converted into quality training centres.

4.144 Many Scheduled Castes and Scheduled Tribes possess mastery in cane and bamboo based crafts. It is reported that unless there is an improvement in the designs of cane and bamboo works, the scope for effective marketing would remain limited. It is, therefore, suggested that traditional craftsmen should be reoriented in picking up of new designs so that the articles prepared by them attract ready market. Inadequate supply of superior quality of cane from Assam due to disturbed conditions in that State has adversely affected the trade in cane works in several neighbouring States. The Government may take suitable steps to arrange supply of cane to the artisans at reasonable price.

4.145 The Scheduled Caste and Scheduled Tribe persons also have excellent skill in crafts based on palm and other leaves, fibre, grass, reed and leather as well as dhokra craft, toys and dolls making and terracotta.

4.146 The Commission have observed that the handicrafts produced by the Scheduled Caste and Scheduled Tribe artisans do not get proper

market because of inaccessibility of the area, high cost of transportation and lack of publicity. The traditional products find favour generally in the tribal market or international market. The non-tribal national market does not accept the tribal products to a greater extent. The feasibility of establishing Corporations at the Central level exclusively for carpet weavers and cane/bamboo workers may be considered by the Government of India. Similarly, the States having large population of tribal groups like Bhils, Gonds, Madias, Mundas, Murias, Oraons, Santhals, etc., who have rich traditions of handicrafts, may prepare feasibility reports for setting up separate corporations for tribal handicrafts.

4.147 For promoting handicrafts, following other steps are called for :

- (a) A survey of tribal areas may be undertaken to identify the traditional crafts and to assess the demand in the market keeping in view the popular designs and trends in fashion.
- (b) The agencies at the Central/State levels dealing with handicrafts should open separate wings for tribal handicrafts and promote domestic and foreign market for the same.
- (c) The SC/ST artisans should be provided with adequate and timely financial assistance by way of subsidy and loan to enable them to become self-reliant.
- (d) As many of the tribal areas are inaccessible and lack in communication facilities, freight subsidy may be provided to the SC/ST artisans from these areas to neutralise the excess cost of transportation.
- (e) The Government offices and the public sector undertakings at all levels may be impressed upon to purchase as much as possible handloom and handicraft products, particularly tribal handicrafts, for use in their offices, guest houses, etc.

#### Sericulture

4.148 Silk is produced in Andhra Pradesh, Assam, Bihar, Jammu & Kashmir, Karnataka, Madhya Pradesh, Orissa, Tamil Nadu, Uttar Pradesh, West Bengal and the North-Eastern Region. India produces all the four varieties of silk, i.e., mulberry, tassar, eri and muga. Our country has monopoly over muga silk grown in Assam and the North-Eastern Region. It is a matter of coincidence that the States producing non-mulberry silk have large concentration of tribal population, viz., Andhra Pradesh, Assam, Bihar, Madhya Pradesh, Orissa and West Bengal. According to an estimate nearly 6 lakh persons are engaged in non-mulberry silk production of whom over 80% are tribals. They are engaged in cocoon rearing and related activities on part-time basis.

4.149 Looking into the demand of silk in the country and abroad, non-mulberry silk has to be

developed extensively. The production of mulberry silk depends on afforestation programmes. Out of 11 million hectare of tassar rearing plants, hardly 5% are reported to be put into use. The tribals have been rearing cocoons in most primitive ways, because of which the quality of yarn is deteriorating. By adopting the traditional method of cocoon rearing, a tribal family earns an income of about Rs. 800 per annum. It can earn 2000 or so a year provided scientific techniques are adopted. The present low level of production of cocoon also generates lesser employment opportunities to reelers, spinners and weavers. Taking into consideration the prevailing wage rate of Rs. 6 to 8 per day for reeling and Rs. 10 to Rs. 12 for spinning, a reeler earns about Rs. 1,500 and a weaver about Rs. 2,500 in a year. It shows that the reeling and weaving activities can provide substantial employment and income to a family where two or more persons work in this activity. After the improved techniques are introduced higher productivity can be achieved which in turn will improve the income of those engaged in sericulture. It is estimated that cocoons can be grown in about 11,000 hectares and thus atleast 11,000 tribal families can be employed on a full time basis. In case the tribals are to actively participate in silk industry they have to be trained in the development of technology by expanding the extension services from laboratory to the land. The extension workers will have to be recruited from the tribal areas by providing them adequate skill and orientation. Training-cum-production centres should be set up in silk producing tribal areas so that quality silk is produced at all the stages of its production.

4.150 The Commission recommend that :

- (a) A separate organisation for promoting sericulture may be set up in each of the States having potential of sericulture in tribal areas so that the proposed organisation actively participates in the purchase, stocking and sale of cocoons at fair prices.
- (b) The proposed organisation should also look into the socio-economic and living and working conditions of the tribals engaged in sericulture. It should provide facilities for skill formation for various tasks and also arrange linkages between the tribals and the financial institutions.
- (c) All the silk producing states may prepare a master plan for the development of sericulture keeping in view the interest of Scheduled Castes and Scheduled Tribes.

#### Plantations

4.151 Plantation sector plays an important role in the foreign trade of India. Tea, coffee, cardamom and tobacco are some of the main items in this regard. The position of the four different categories of plantations is briefly discussed below :

- (i) In tea industry nearly 20 lakh persons are engaged directly or indirectly. The tea garden workers include a large proportion

of the Scheduled Castes and Scheduled Tribes. Although many developmental and promotional schemes have been taken up in the production of tea in the country, the conditions of the workers, mostly belonging to the Scheduled Castes and Scheduled Tribes, are far from satisfactory.

- (ii) Under perspective plan for the development of coffee upto 2000 A.D., it has been targeted to bring in an additional area of 1-34 lakh hectares by 1993-94. With a view to achieving this objective, elaborate arrangements are being made to train personnel, open coffee demonstration farms and set up seeds multiplication farms, etc. It is desirable that adequate number of Scheduled Caste and Scheduled Tribe persons are picked up and trained for this vocation.
- (iii) The rubber plantation has a wide scope considering the demand for rubber products. It is estimated that nearly 60,000 hectares of land would be covered by rubber plantations by 1984-85. The increased production shall thereafter open vast scope for processing also. The Commission, therefore, recommend that steps should be taken to assess the extent to which the Scheduled Caste and Scheduled Tribe persons are engaged in rubber plantations/processing units, study their needs and suggest ameliorative measures for their welfare and also for the development of rubber industry.
- (iv) Scheduled Caste and Scheduled Tribe persons are also engaged in the plantations of cardamom and tobacco. A socio-economic technical survey of the persons working in these plantations should be undertaken and a report prepared for improving their skills, talent and entrepreneurial ability.

#### House-sites to Rural Landless Workers and Urban Slum Dwellers

4.152 For the poorest section of population like rural landless labourers and urban slum dwellers, dwelling unit is a prerequisite for their economic development. The proportion of the Scheduled Castes and Scheduled Tribes among the rural landless labour is not known but they constitute 33% and 13% respectively among the agricultural labour according to 1981 Census. Among urban slum dwellers also a large proportion belongs to the Scheduled Castes. We would therefore, discuss in the succeeding paragraphs two important schemes viz., Rural house-site-cum-Construction Assistance Scheme for Landless Workers and Allotment of House-sites to Urban Slum Dwellers.

#### Rural House-site-cum-Construction Assistance Scheme for Landless Workers

4.153 This scheme was initiated in October 1971 in the Central Sector but was transferred to the

State Sector with effect from April 1974. Later it was included in the Minimum Needs Programme and it also became a part of the 20-Point Programme announced by the Prime Minister in July 1975. The Central Government suggested to the State Governments to provide housesites measuring 100 sq. yards to a landless labourer and the cost of development of such a housing plot was raised from Rs. 150 to Rs. 300 in plains and Rs. 500 in hilly areas.

4.154 The Government of India have issued 12 important communications to the State Governments/UT Administrations from 28-6-74 to 9-7-82 about the implementation of this scheme. The important points concerning the Scheduled Castes and Scheduled Tribes in these communications are mentioned below :

- (i) Priority should be given only to districts which have a sizeable concentration of landless rural workers, particularly those belonging to the Scheduled Castes and Scheduled Tribes.
  - (ii) In allotting house-sites, the State Governments should ensure that SC/ST families are suitably interspersed with other families being allotted house-sites in or adjoining villages.
  - (iii) Landless workers will also include potters, carpenters, blacksmiths, fishermen, etc.
  - (iv) Locally available building materials may be provided free of cost to the beneficiaries under the scheme.
  - (v) The State Governments should amend the relevant laws for conferring full ownership rights on homestead tenants, if not done already, and take steps to provide them with construction assistance.
  - (vi) A sum of Rs. 500 is given as subsidy. Since the rate of subsidy is inadequate, several States have raised it on their own and have, in addition, linked up the scheme with Housing and Urban Development Corporation (HUDCO) loan finance for rural housing as well as self-help by the beneficiaries.
- The scope of the scheme has been further widened to include assistance for construction of houses on developed house-sites @Rs. 500 per family for purchasing locally available building materials while all labour input will be provided by the beneficiaries.
- (vii) Vide Resolution No. 1-14011/1/82-H. II dated 9-7-82, the Ministry of Works & Housing decided to reclassify the Social Housing Schemes from nine to four. These are housing for EWS (Economically Weaker Sections), LIG, MIG and rental housing schemes based on income criteria. The *status quo* was to be maintained in respect of 'rural house-site-cum-construction assistance' and 'substituted housing scheme for plantation workers' under the Central Sector.

4.155 The available information shows that the scheme is being implemented in 18 States and 5 Union Territories. Information from the Union Territory of Chandigarh is not available while the Governments of Manipur, Meghalaya, Nagaland, Sikkim, Arunachal Pradesh, Lakshadweep and Mizoram have reported that there is no such problem in their rural areas.

#### House-site Scheme

4.156 The number of eligible rural landless families by the end of the Sixth Plan period is estimated to be 145 lakhs. Out of them only 77 lakh families could be provided with housing plots prior to the Sixth Plan period. The Sixth Plan aims to provide house-sites to the remaining 68 lakh landless families. The 23 States/UTs referred to in the preceding paragraph have been able to provide house-sites to 33.70 lakh landless families during the first three years of the Sixth Plan, thereby achieving the target upto 49.56%. The State Governments would have to make considerable efforts to achieve the remaining target in the last two years of the Sixth Plan period. The progress of the provision of house-sites during 1982-83 given in Annexure XIII shows that the States of Gujarat, Haryana, Madhya Pradesh, Rajasthan, Uttar Pradesh and Tamil Nadu and the Union Territories of Dadra & Nagar Haveli and Delhi have far exceeded the targets while the achievement in the states of Himachal Pradesh, Karnataka, Kerala, Orissa and Tripura and the Union Territory of Pondicherry ranges between 82% and 100%. In seven States, the achievement varied from 42% to 70% while it was dismal in Bihar and West Bengal (5.09% and 25.9% respectively). These nine States should step up their performance.

#### House Construction Scheme

4.157 Assistance for construction of houses was provided only to 9.60 lakh families (out of 145 lakh families) prior to the Sixth Plan. The target during the Sixth Plan is 36 lakh families out of which only 13.90 lakh families (39%) were covered during the first three years of the Plan period. The State Governments/UT Administrations will be required to make concerted efforts to achieve the Plan target during the remaining two years. The Statewise progress of the scheme during 1982-83 is given in columns 5 and 6 of Annexure XIII which indicates that Gujarat, Orissa, Tamil Nadu, West Bengal, Goa, Daman & Diu and Pondicherry have either reached or crossed the target. The States/UTs whose achievement was more than 50% were Andhra Pradesh, Haryana, Madhya Pradesh, Maharashtra, Punjab, Tripura, Uttar Pradesh and Andaman & Nicobar Islands. Those whose achievement was below 50% were Jammu & Kashmir, Karnataka, Kerala, and Rajasthan. The Ministry of Works & Housing could not gather information about five States/UTs viz., Assam, Bihar, Himachal Pradesh, Dadra & Nagar Haveli and Delhi.

4.158 Certain important aspects of the programme which deserve to be considered for its satisfactory implementation are discussed below :

(i) Some State Governments have deviated from the Central guidelines regarding the size of the house-site. In Tamil Nadu, the plinth area is only 201 sq. ft. which is quite inadequate. There should invariably be provision of some additional space around the house for kitchen gardening and/or planting of a few fruit trees and for some additional construction in future. Many of the landless SC/ST beneficiaries will also need additional space to carry on their traditional occupations like leather work, weaving, basket making, or the new activities under the income generating schemes taken up under the IRDP, TSP, SCP, etc.

(ii) Most of the State Governments are giving enhanced rate of subsidy than laid down by the Government of India. The Governments of Gujarat, Haryana, Jammu & Kashmir, Karnataka, Kerala, Punjab and Tamil Nadu and Chandigarh Administration have adopted subsidy-cum-loan schemes, the loan part being arranged through HUDCO. In Andhra Pradesh, Himachal Pradesh, Madhya Pradesh, Orissa, Rajasthan and Delhi, the subsidy is supplemented by the beneficiary's contribution. The Government of Maharashtra have added the Employment Guarantee Scheme (EGS) component to the subsidy-cum-loan scheme. The Commission feel that any programme of institutional finance should be worked out in such a way that it is tied up with the economic activities of the SC/ST beneficiaries so that the construction of a house also strengthens their economic base and they are in a position to repay the loan instalments without difficulty.

(iii) Monitoring of the scheme still rests with the Ministry of Works & Housing which laid down suitable guidelines in this regard in October 1974. Accurate data about the SC/ST persons allotted house-sites and given assistance for construction of houses are not available. The proforma of the progress reports should be suitably amended to enable the Government to have separate and authentic data relating to SC & ST. Adequate monitoring machinery at all the relevant levels should be provided.

#### Allotment of house-sites in urban areas

4.159 It has been visualised that the total slum population in India by 1990 would be around 30.87 million. Only 6.8 million were covered under the scheme upto March 1980. Another 3.77 million or 37.7% slum dwellers were likely to be covered during the period 1980-83 against the Sixth Plan target of 10 million slum dwellers. On the financial side, the expenditure during

1980-83 was only 49.31% of the Sixth Plan outlay of Rs. 151.45 crores. The scheme of Environmental Improvement of Urban Slums first launched in 1972 was under Central Sector upto the end of the Fourth Plan and it was placed under State Sector from the Fifth Plan. It was included in the Minimum Needs Programme and later in the New 20-Point Programme.

4.160 Only partial information about this scheme has been received from the Governments of Rajasthan and Tamil Nadu in response to the Commission's request but the nature of basic amenities provided in slums has not been reflected. However, information for the year under report culled from the available latest draft Special Component Plans of 11 States and one UT is given. No State Government for which information is available has provided reservation of slum dwellers. However, it is understood that Andhra Pradesh, Gujarat, Haryana, Karnataka, Madhya Pradesh, Maharashtra, Orissa, Punjab, Rajasthan, Tamil Nadu, Uttar Pradesh and Delhi have taken steps for slum improvement. It has been estimated that 60% of the slum dwellers in Uttar Pradesh are from the Scheduled Castes and, therefore, the State Government have quantified 60% of the allocation for environment improvement of slums under SCP. In Rajasthan and Delhi about 50% of slum dwellers are from the Scheduled Castes. In Tamil Nadu they constitute about 35% of slum dwellers and the new tenements constructed by the Tamil Nadu Slum Clearance Board have benefited them.

4.161 It is interesting to note that the Government of Punjab have laid down that 25% of the budget of the Municipal Corporations Committees in the State would be earmarked for environmental improvement of slums. The Commission feel that the other State Governments should follow suit.

4.162 The State-wise financial and physical achievements under the scheme as flow to Special Component Plan for the Scheduled Castes are given below :

TABLE 23

Sl. No.	State	No. of slum dwellers benefited	Exp. incurred during 1980-83 (Rs in lakhs)	Remarks
1	2	3	4	5
1	Haryana	N.A.	230.00	
2	Madhya Pradesh	N.A.	36.00	No provision made in 80-81
3	Maharashtra	11,639	N.A.	
4	Orissa	3,400	22.19	
5	Punjab	1,85,636	278.00	
6	Rajasthan	62,720	70.00	
7	Tamil Nadu	4,621	N.A.	
8	Delhi	1,65,140	322.48	



It would be seen that Punjab has achieved good progress in the implementation of the scheme. Incidentally, it may be mentioned that as against the Central per head average expenditure on slum improvement of Rs. 150, Punjab Government have spent Rs. 380 per head during 1981-82 whereas in Gujarat it is Rs. 150 per head. Information about other States is not available. The Commission feel that the average per head norm of Rs. 120 for slum improvement is hardly sufficient and the Ministry of Works and Housing may revise the ceiling upwards.

4.163 The State Housing Boards are providing reservation for the Scheduled Castes in the matter of flats and houses constructed by them at various places under EWS, LIG and MIG housing schemes. The extent of reservation is 14% in Bihar, 10% in Madhya Pradesh, 20% in Maharashtra, 14% in Rajasthan, 10% in Tamil Nadu and 20% in Uttar Pradesh. In Maharashtra another 20% of the houses constructed by the State Housing Board are reserved for Backward Classes and Mangs. Delhi Development Authority has made 25% reservation for the Scheduled Castes under housing schemes implemented in the Union Territory. Generally the benefit of the EWS scheme is taken by the Scheduled Castes from the schemes of the State Housing Boards. However, the Government of Rajasthan have gone a step further in providing that 25% and 10% of the funds meant for LIG and MIG housing schemes respectively would be spent for the Scheduled Castes while the Uttar Pradesh Housing Development Board and (Urban) Development Authorities in the State reserve a quota of 20% for allotment to the Scheduled Castes. In Rajasthan environmental improvement is taken up in areas where 50% of the inhabitants belong to the Scheduled Castes.

4.164 The Ministry of Works and Housing has been monitoring the progress of allotment of houses under EWS schemes. The progress for 1982-83 alongwith percentage of achievements, State-wise, is given in Annexure XIV. The performance of the different States may be categorised as follows :

Excellent (100% or above)	— Andhra Pradesh, Haryana, Madhya Pradesh, Rajasthan, Tamilnadu
Good (50% to 99%)	— Bihar, J & K, Karnataka, Kerala, Orissa, U.P.
Poor (25% to 49%)	— Assam, Gujarat, Maharashtra Tripura
Very poor (below 25%)	— Himachal Pradesh, Meghalaya, Delhi

#### Housing scheme for sanitary workers

4.165 The State Governments were requested to intimate the progress of allotment of house-sites to sweepers and scavengers in urban areas. The requisite information has been supplied by the Governments of Rajasthan and Tamil Nadu only. The 10 City Improvement Trusts in Rajasthan have allotted 5,246 flats to Scheduled Castes out of 18,964 allottees during 1981-82 and 4,470

Scheduled Castes out of 20,070 allottees in *kachhi bastis* during 1982-83 which account for 27.66% and 22.27% respectively. During 1981-82, 100 quarters were sanctioned in 31 town panchayats in Tamil Nadu @ Rs. 9,460 per quarter but the expenditure incurred was Rs. 5.06 lakhs only. During 1982-83 the proposal for construction of 100 more quarters in 3 municipalities of Krishnagiri, Chengalpattu and Dharamapuri at a cost of Rs. 9.46 lakhs was reported to be under consideration of the State Government. The State Government have laid down that a monthly rent of Rs. 10 and Rs. 15 may be recovered from the sanitary workers who occupy these quarters in the town panchayats and municipalities respectively.

4.166 They are also considering a proposal to provide to the sanitary workers ownership rights for the quarters before their retirement. We recommend that, to begin with, all Scheduled Caste scavengers employed by town panchayats, municipalities and municipal corporations may be provided with houses in a phased manner before their retirement and the Scheduled Caste municipal sweepers may be taken up for the purpose thereafter.

#### Allotment of distributive agencies/Dealerships, etc.

4.167 The participation of the SC & ST in various sectors of economic activity in which they are very thinly represented, does help them to improve their economic status as well as contributes towards social equality by enabling them to share certain occupations which were hitherto to the preserve of other advanced sections of the society. Some of these sectors are grant of dealership for petroleum products and fertilizers, vending contracts at the Railway Stations, road transport permits under the Motor Vehicles Act and allotment of fair price shops for sale of essential commodities. Participation of the SC & ST in these activities has been made possible by extending concessions and providing relaxations for them. The criteria for grant of these concessions have been mentioned in the Annual Reports of the Commission for 1980-81 and 1981-82. The progress during 1982-83 based on the partial information available with us is detailed below :

#### Dealerships in petroleum products

4.168 The Ministry of Energy have furnished the following information about dealerships in petroleum products awarded by the four public sector undertakings, viz., Indian Oil Corporation, Hindustan Petroleum Corporation, Bharat Petroleum Corporation and Indo-Burma Petroleum Company :

TABLE 24

Year	Percentage awarded to SC/ST in respect of		
	LPG distribution	Retail outlets	SKO/LDO
	dealerships	dealerships	dealerships
1-4-77 to 31-3-82	20.82	16.27	28.26
1982-83	30.13	22.56	22.06
Cumulative upto 31-3-83	24.96	18.42	26.21



It will be seen from the above table that the cumulative progress in respect of LPG distributorships and SKO/LDO dealerships has been quite satisfactory as it corresponds to the reserved of 25% for the SC/ST but the progress in respect of retail outlet dealerships has lagged behind. The reason for this presumably is that larger investment is required for retail outlets for petrol/diesel and the SC/ST applicants are not able to procure adequate financial assistance for taking up such business. The ceiling laid down by the Scheduled Caste Finance/Development Corporations is too inadequate for the purpose. Either the present rules or criteria fixed by these Corporations may be amended so as to extend assistance to SC/ST candidates to the desired extent or adequate financial assistance by way of subsidy and loan may be arranged for them through other financial institutions. The Ministry of Energy may also take initiative in the matter and furnish figures of beneficiaries separately for the SC and ST.

#### Fertiliser dealerships

4.169 The Ministry of Chemicals and Fertilisers continued to ensure that 25% of new dealerships are awarded to SC and ST candidates by the public sector fertiliser companies under the administrative control of the Ministry. The Ministry have furnished the following information, company-wise, about the number of the SC/ST dealers as on 31-3-82 and 30-9-83 :

TABLE 25

Name of the Company	No. of SC/ST dealers as on	
	31-3-82	30-9-83
Fertiliser Corporation of India	171	164
Hindustan Fertiliser Corporation	50	74
Rashtriya Chemicals & Fertilisers	198	205
Fertilisers & Chemicals, Travancore Ltd.	280	284
Madras Fertilisers Limited	—	46
National Fertilisers Limited	43	72
Total	742	845

In the absence of figures of total number of dealers it is not possible to say whether the 25% quota reserved for Scheduled Castes/Scheduled Tribes in fertilizer dealerships has been fully utilised. However, it is understood that this quota is not being fully utilised by Scheduled Castes/Scheduled Tribes due to financial constraints. The Commission are also aware that the Public Sector Fertilizer Companies are already giving various concessions to SCs/STs in the matter of fertilizer dealerships. Terms and conditions for such dealerships as prescribed by the Public Sector Fertilizer Companies, such as exemption from payment of dealership deposits, warehousing charges and provision of facilities for free training as well as for drawing credit from nationalised banks. These concessions may be supplemented by the Ministry of Chemicals

& Fertilizers by earmarking funds in their annual budgets. The Ministry may also advise the fertilizer companies in the joint sector/cooperative sector/private sector to adopt the policy of reservation of 25 per cent dealership to Scheduled Castes/Scheduled Tribes.

#### Award of catering/vending contracts.

4.170 The Railways allot train-side vending and small stalls to Scheduled Caste/Scheduled Tribe persons in addition to giving preference to them in the matter of bigger contracts. The Ministry of Railways have informed that during the calendar year 1982 a total of 62 catering/vending contracts were awarded to SC/ST persons. Since the total number of contracts awarded during the year is not known, it is not possible to say whether the SC and ST received a fair deal. Separate figures for the SC and ST may be provided by the Ministry of Railways.

#### Allotment of stage carriage permits to SC/ST

4.171 Section 47 of the Motor Vehicles Act has been amended to provide for reservation in allotment of stage carriage permits like national permits, public carriage permits, etc., in accordance with the reservation percentage fixed for them for employment in Government services. The following concessions are being given to the SCs and STs in Assam, Haryana, Karnataka, Rajasthan, Tamil Nadu and Delhi.

TABLE 26

Sl. No.	State/UT	Percentage of reservation for		No. of permits allotted by type to	
		SC	ST	SC	ST
1	2	3	4	5	6
1.	Assam	10%	7% Plains 5% Hills	(i) Stage carriage permits SC ST (Plains) ST (Hills) (ii) All India Tourist Buses SC ST (Plains) N.A.	5 3 2 4 1
2.	Haryana	20%	(No ST)	Bus transport route permits Public carriage permits (1979-81) 17 for SC/ST in Jodhpur, Kota and Udaipur regions	Nil
3.	Karnataka*	—	—	SC and ST — 4 during 1980-81 and nil during 1981-82 Micro mini buses during 1981-82	11 Nil
4.	Rajasthan	16%	12%		
5.	Tamil Nadu	18% for SC & ST combined			
6.	Delhi	15%	7½		

\*The State Govt. have not yet framed Rules under the M. V. Act.

4.172 The Commission feel that the policy of reservation for grant of permits to the eligible Scheduled Castes and Scheduled Tribes will make an impact only if it is followed by grant of financial assistance for purchase of public transport carriers. However, it may be added that whether such financial assistance is provided or not, great caution is needed to ensure that the permits issued to SC/ST are not benami transactions. The Ministry of Shipping and transport may monitor the implementation of the Government policy by the State Governments and furnish the requisite information separately for SC and ST.

#### Fair Price Shops

4.173 In their letter dated 16-9-81, the Ministry of Civil Supplies had requested the State Departments of Food & Civil Supplies that while opening additional fair price shops, the State Governments might, in addition to cooperatives, also consider allotment of fair price shops to unemployed rural youths, giving preference to SC/ST applicants, wherever possible. Further, the State Governments/UT Administrations were requested to explore the possibilities of opening fair price shops in Harijan bastis and mohallas for the purpose of social integration. The State Government/UT Administrations have not furnished information about the number of fair price shops allotted to the members of SC/ST during 1982-83 in response to our request. The Ministry of Food & Civil Supplies may collect this information from the State Governments/UT Administration through periodical progress reports and sent it to this Commission.

#### Excise Policy in Tribal Areas

4.174 Excise policy has clashed with the interests of tribal communities. The traditional drinks, the consumption of which has a religious connotation for tribals during ceremonial occasions were gradually replaced by intake of liquor vended by exploitative contractors. With the coming of contractors in tribal areas, the exploitation of tribals increased as they were lured to consume more and more liquor. With a view to checking such exploitation, Government of India had been time and again impressing upon the States to keep in view the recommendations (made by the Central Advisory Board on Prohibition) regarding the exemption from excise policy to be given to tribal areas.

4.175 On 25-1-1975 the Department of Social Welfare circulated a note on excise policy in tribal areas to all the State Governments/UT Administrations (except Gujarat, Tamil Nadu and Lakshadweep) stating that the following guidelines might be kept in view in the areas where the tribal population was preponderant :

- (a) In the tribal areas where prohibition is in force, no precipitate action need be taken.

- (b) In the tribal areas where prohibition is not in force there should be better educational effort so that there is a general atmosphere of temperance among the people. In a number of cases the tribal communities have opted for prohibition under the declared policy of the State Government to close liquor shops where more than 60% of the people opt for the same.

- (c) The contract system of liquor vending in tribal areas should be given up. In areas of tribal concentration, where the custom of brewing local beverages still prevails, there should be no liquor shops at all. In areas where there is no vestige of this custom, due to mixing of the tribal population and general advancement as in West Bengal, liquor can be sold through Government shops.

- (d) Where prohibition is not in force, the tribal people should be allowed to prepare their beverages for individual and social purposes but not for commercial purposes. The local Panchayats should be given the responsibility of preventing commercial preparation of local beverages.

- (e) The sale of liquor in *hats* (weekly markets) should be barred.

- (f) There should be an assessment by the Tribal Welfare Department of what has been done in this regard.

- (g) The general recommendation of the Central Prohibition Committee regarding location of shops can supply in the case of industrial complexes and towns in tribal areas also, but the sale of liquor should be through Government shops only.

4.176 Keeping in view the welfare of tribals, Government of India, Department of Social Welfare, agreed to make good the established loss of excise revenue suffered by the States to the extent of 50% in each year starting from 1978-79. The States were also asked to take steps for discontinuance of vending of country liquor in the tribal areas (wherever vending still continued) w.e.f. 1-4-1979. The Central Prohibition Committee (appointed by Government of India) had also reiterated in their meeting held on 6-12-1982 views which were more or less same as the guidelines of Government of India, Department of Social Welfare (refer para 4.175).

4.177 During their visit to Orissa in July 1982, the Commission were informed by the State Government that the latter have already taken steps in line with national excise policy and the guidelines of the Government of India (Department of Social Welfare) in this regard. The Commission learnt, with satisfaction, that as many as 366 liquor shops in tribal areas of Orissa State had been closed down by the end of 1979-80 although it meant a revenue loss to the State exchequer amounting to over one crore rupees.

4.178 The Commission are of the view that the guidelines issued by the then Department of Social Welfare to the State Governments in checking the vending of liquor in tribal areas through contract system have not been implemented properly. We recommend that :

- (i) The excise policy in tribal areas should be given the support of necessary legislation.
- (ii) The excise policy in tribal areas may be brought under the concurrent list of the Constitution of India so that the Government of India may play an active role for good administration of the Scheduled Areas/Tribal Areas and the development of tribal people.
- (iii) At the Centre a high level joint committee of the Ministries of Home Affairs and Social Welfare may be set up to monitor

the progress of the implementation of the excise policy in tribal areas in the different States/Union Territories.

- (iv) High level committees to monitor the progress of implementation of the excise policy in tribal areas may also be set up in the States having Scheduled Areas. Representatives of the Tribal Development/Welfare, Forest, Police, Excise and Social Welfare Departments and prominent social workers may be nominated on such committees. Reports of these committees may be placed before the Central Prohibition Committee.
- (v) The State Minister in the Ministry of Home Affairs and the Chairman or a Member of the Commission for Scheduled Castes and Scheduled Tribes may be nominated on the Central Prohibition Committee.

**ANNEXURE I**  
**STATEMENT No. I**

Statement showing the industrial classification of General, Scheduled Caste and Scheduled Tribe working population according to 1971 and 1981 Censuses in the States/Union Territories

**CULTIVATORS**

Sl. No.	State/UT	Category	1971 (Percentage)	1981 (Percentage)	Increase/ decrease (from Col. 4 to 5)
1	2	3	4	5	6
	<b>INDIA</b>				
		General	43.34	41.53	(-) 1.81
		SC	27.87	28.17	(+) 0.30
		ST	57.56	54.43	(-) 3.13
1.	Andhra Pradesh	General	32.18	32.60	(+) 0.42
		SC	14.34	17.41	(+) 3.07
2.	Assam	ST	36.09	43.21	(+) 7.12
		General	56.85	N.A.	
		SC	53.56	N.A.	
		ST	86.98	N.A.	
3.	Bihar	General	43.34	43.77	(+) 0.43
		SC	11.44	13.58	(+) 2.14
		ST	61.90	63.06	(+) 1.16
4.	Gujarat	General	43.12	37.76	(-) 5.36
		SC	18.33	15.99	(-) 2.34
		ST	48.33	45.94	(-) 2.39
5.	Haryana	General	49.08	44.97	(+) 4.11
		SC	16.07	11.86	(-) 4.21
		ST	—	—	
6.	Himachal Pradesh	General	70.65	69.44	(-) 1.21
		SC	70.49	71.65	(+) 1.16
		ST	82.32	76.91	(-) 5.41
7.	Jammu & Kashmir	General	64.78	56.85	(-) 7.93
		SC	68.62	62.79	(-) 5.83
		ST	—	—	
8.	Kerala	General	17.80	13.18	(-) 4.62
		SC	20.06	2.29	(-) 17.77
		ST	17.69	20.54	(+) 2.85
9.	Karnataka	General	40.01	38.46	(-) 1.55
		SC	27.90	27.42	(-) 0.58
		ST	26.36	40.81	(+) 14.45
10.	Madhya Pradesh	General	52.86	52.10	(-) 0.76
		SC	37.47	37.00	(-) 0.47
		ST	62.15	60.78	(-) 1.37
11.	Maharashtra	General	35.55	34.84	(-) 0.71
		SC	13.05	15.63	(+) 2.58
		ST	41.14	39.53	(-) 1.61
12.	Manipur	General	67.00	59.22	(-) 7.78
		SC	73.38	73.16	(-) 0.22
		ST	89.47	86.30	(-) 3.17
13.	Meghalaya	General	69.15	63.56	(-) 5.59
		SC	15.70	4.58	(-) 11.12
		ST	78.45	69.55	(-) 8.90
14.	Nagaland	General	77.58	70.49	(-) 7.09
		SC	—	—	
		ST	89.71	83.86	(-) 5.85

## STATEMENT 1—Contd.

1	2	3	4	5	6
15.	Orissa	General	49.16	47.00	(—) 2.16
		SC	27.44	28.93	(+) 1.49
		ST	52.38	52.15	(—) 0.23
16.	Punjab	General	42.56	36.32	(—) 6.24
		SC	10.69	6.66	(—) 4.03
		ST	—	—	—
17.	Rajasthan	General	64.92	62.18	(—) 2.74
		SC	53.21	52.11	(—) 1.10
		ST	81.68	78.05	(—) 3.63
18.	Sikkim	General	N.A.	60.65	N.A.
		SC	68.07	54.84	(—) 13.23
		ST	—	66.45	—
19.	Tamil Nadu	General	54.41	29.40	(—) 1.86
		SC	47.85	18.18	(—) 0.20
		ST	75.43	47.33	(+) 2.29
20.	Tripura	General	31.26	43.57	(—) 10.84
		SC	18.38	34.32	(—) 13.53
		ST	45.04	64.03	(—) 11.40
21.	Uttar Pradesh	General	57.43	58.02	(+) 0.59
		SC	43.42	47.70	(+) 4.28
		ST	78.52	78.74	(+) 0.22
22.	West Bengal	General	31.97	30.64	(—) 1.33
		SC	33.40	30.18	(—) 3.22
		ST	31.19	31.04	(—) 0.15
23.	Andaman & Nicobar Islands	General	13.77	16.45	(+) 2.68
		SC	—	—	—
		ST	0.04	0.09	(+) 0.05
24.	Arunachal Pradesh	General	78.34	72.29	(—) 6.05
		SC	17.00	13.88	(—) 3.12
		ST	94.61	91.40	(—) 3.21
25.	Chandigarh	General	2.93	1.35	(—) 1.58
		SC	0.43	0.16	(—) 0.27
		ST	—	—	—
26.	Delhi	General	2.62	1.93	(—) 0.69
		SC	0.33	0.30	(—) 0.03
		ST	—	—	—
27.	Goa, Daman & Diu	General	23.97	18.90	(—) 5.07
		SC	7.55	4.00	(—) 3.55
		ST	0.20	11.16	(+) 10.96
28.	Dadra & Nagar Haveli	General	72.45	61.87	(—) 10.58
		SC	50.00	29.61	(—) 20.39
		ST	75.88	73.09	(—) 2.79
29.	Lakshadweep	General	0.05	—	(—) 0.05
		SC	—	—	—
		ST	0.05	—	(—) 0.05
30.	Mizoram	General	—	72.11	—
		SC	—	3.60	—
		ST	—	78.61	—
31.	Pondicherry	General	11.85	9.44	(—) 2.41
		SC	4.25	4.67	(+) 0.42
		ST	—	—	—

NOTES : 1. Census could not be held in Assam owing to disturbed conditions prevailing there at the time of 1981 Census.

2. No castes were scheduled for Nagaland, Andaman & Nicobar Islands and Lakshadweep.

3. No tribes were scheduled for Haryana, Jammu & Kashmir, Punjab, Chandigarh, Delhi and Pondicherry.

4. No tribes were scheduled under the Constitution in relation to Sikkim in 1971 Census under the Representation of Sikkim Subjects Regulation, 1966.

5. 1971 Census figures for Mizoram are included in Assam.

## STATEMENT No. 2

Statement showing the industrial classification of General, Scheduled Caste and Scheduled Tribe working population according to 1971 and 1981 Censuses in States/Union Territories

## AGRICULTURAL LABOURERS

Sl. No.	State/UT	Category	1971 (Percentage)	1981 (Percentage)	Increase/ decrease (from col. 4 to 5)	
1	2	3	4	5	6	
	INDIA	General	26.33	25.16	(—)	1.17
		SC	51.74	48.22	(—)	3.52
		ST	33.04	32.67	(—)	0.37
1	Andhra Pradesh	General	37.92	36.68	(—)	1.24
		SC	71.44	68.24	(—)	3.20
		ST	49.05	43.72	(—)	5.33
2	Assam	General	9.38	—		
		SC	15.45	—		
		ST	5.44	—		
3	Bihar	General	38.92	35.44	(—)	3.48
		SC	77.18	72.88	(—)	4.30
		ST	28.10	23.20	(—)	4.90
4	Gujarat	General	22.48	22.82	(+)	0.34
		SC	46.57	41.21	(—)	5.36
		ST	42.33	40.10	(—)	2.23
5	Haryana	General	16.21	16.40	(+)	0.19
		SC	50.43	51.28	(+)	0.85
		ST	—	—		
6	Himachal Pradesh	General	4.17	2.92	(—)	1.25
		SC	9.36	4.92	(—)	4.44
		ST	3.07	2.58	(—)	0.49
7	Jammu & Kashmir	General	3.05	3.49	(+)	0.44
		SC	9.21	10.05	(+)	0.84
		ST	—	—		
8	Kerala	General	30.69	28.19	(—)	2.50
		SC	65.90	58.08	(—)	7.82
		ST	62.33	57.47	(—)	4.86
9	Karnataka	General	26.70	26.66	(—)	0.04
		SC	47.07	46.24	(—)	0.83
		ST	45.23	40.73	(—)	4.50
10	Madhya Pradesh	General	26.56	24.17	(—)	2.39
		SC	43.68	38.66	(—)	5.02
		ST	4.33	31.43	(+)	27.10
11	Maharashtra	General	29.32	26.79	(—)	2.53
		SC	54.67	46.84	(—)	7.83
		ST	51.89	45.22	(—)	6.67
12	Manipur	General	3.65	7.88	(+)	4.23
		SC	11.60	5.50	(—)	6.10
		ST	6.42	2.17	(—)	4.25
13	Meghalaya	General	9.88	9.92	(+)	0.04
		SC	12.60	8.12	(—)	4.48
		ST	9.60	9.97	(+)	0.37
14	Nagaland	General	1.45	1.87	(+)	0.42
		SC	—	—	(—)	—
		ST	0.98	0.31	(—)	0.67



## STATEMENT 2—Contd

1	2	3	4	5	6
15	Orissa . . . . .	General	28.28	27.65 (—)	0.63
		SC	49.19	47.40 (—)	1.79
		ST	36.73	36.21 (—)	0.52
16	Punjab . . . . .	General	20.11	22.83 (+)	2.72
		SC	57.99	60.03 (+)	2.04
		ST	—	—	—
17	Rajasthan . . . . .	General	9.31	7.37 (—)	1.94
		SC	21.26	17.09 (—)	4.17
		ST	11.45	9.87 (—)	1.58
18	Sikkim . . . . .	General	N.A.	3.55	N.A.
		SC	6.28	5.10 (—)	1.18
		ST	—	1.95	—
19	Tamil Nadu . . . . .	General	30.46	31.45 (+)	0.99
		SC	63.79	62.98 (—)	0.81
		ST	37.38	34.03 (—)	3.35
20	Tripura . . . . .	General	19.96	23.91 (+)	3.95
		SC	30.33	31.12 (+)	0.79
		ST	20.16	28.72 (+)	8.56
21	Uttar Pradesh . . . . .	General	19.95	16.32 (—)	3.63
		SC	42.17	34.98 (—)	7.19
		ST	8.42	7.22 (—)	1.20
22	West Bengal . . . . .	General	26.45	24.81 (—)	1.64
		SC	42.56	42.66 (+)	0.10
		ST	48.97	48.73 (—)	0.24
23	Andaman & Nicobar Islands . . . . .	General	4.69	3.70 (—)	0.99
		SC	—	—	—
		ST	0.06	0.05 (—)	0.01
24	Arunachal Pradesh . . . . .	General	1.96	2.45 (+)	0.49
		SC	30.00	1.69 (—)	28.31
		ST	1.49	0.72 (—)	0.77
25	Chandigarh . . . . .	General	1.48	0.52 (—)	0.96
		SC	5.45	1.74 (—)	3.71
		ST	—	—	—
26	Delhi . . . . .	General	1.24	0.86 (—)	0.38
		SC	4.09	2.07 (—)	2.02
		ST	—	—	—
27	Goa, Daman & Diu . . . . .	General	15.01	9.78 (—)	5.23
		SC	14.22	10.39 (—)	3.83
		ST	49.20	32.14 (—)	17.06
28	Dadra & Nagar Haveli . . . . .	General	16.96	10.79 (—)	6.17
		SC	12.00	6.52 (—)	5.48
		ST	8.07	12.84 (+)	4.77
29	Lakshadweep . . . . .	General	Nil	—	—
		SC	—	—	—
		ST	—	—	—
30	Mizoram . . . . .	General	—	2.56	—
		SC	—	0.90	—
		ST	—	2.35	—
31	Pondicherry . . . . .	General	32.81	30.92 (—)	1.89
		SC	77.27	73.95 (—)	3.32
		ST	—	—	—

NOTES : 1. Census could not be held in Assam owing to disturbed conditions prevailing there at the time of 1981 Census.

2. No castes were scheduled for Nagaland, Andaman & Nicobar Islands and Lakshadweep.

3. No tribes were scheduled for Haryana, Jammu & Kashmir, Punjab, Chandigarh, Delhi and Pondicherry,

4. No tribes were scheduled under the Constitution in relation to Sikkim in 1971 Census under the Representation of Sikkim Subjects Regulation, 1966.

5. 1971 Census figures for Mizoram are included in Assam.

STATEMENT No. 3

Statement showing the industrial classification of General, Scheduled Caste and Scheduled Tribe working population according to 1971 and 1981 Censuses in States/Union Territories

HOUSEHOLD INDUSTRY WORKERS

Sl. No.	State/U.T.	Category	1971 (Percentage)	1981 (Percentage)	Increase/ decrease (from col. 4 to 5)
1	2	3	4	5	6
	INDIA	General	3.52	3.99 (+)	0.47
		SC	3.33	3.31 (—)	0.02
		ST	1.03	1.42 (+)	0.39
1	Andhra Pradesh	General	4.85	5.43 (+)	0.58
		SC	1.93	1.41 (—)	0.52
		ST	4.01	3.81 (—)	0.20
2	Assam	General	1.35	—	—
		SC	3.88	N.A.	—
		ST	0.48	—	—
3	Bihar	General	2.47	3.01 (+)	0.54
		SC	2.16	2.17 (+)	0.01
		ST	1.43	1.80 (+)	0.37
4	Gujarat	General	2.82	2.71 (—)	0.11
		SC	5.17	5.26 (+)	0.09
		ST	0.68	0.83 (+)	0.15
5	Haryana	General	3.26	3.36 (+)	0.10
		SC	5.17	3.56 (—)	1.61
		ST	—	—	—
6	Himachal Pradesh	General	2.60	2.65 (+)	0.05
		SC	5.81	4.11 (—)	1.70
		ST	1.13	1.19 (+)	0.06
7	Jammu & Kashmir	General	4.03	5.29 (+)	1.26
		SC	3.34	2.01 (—)	1.33
		ST	—	—	—
8	Kerala	General	4.28	4.09 (—)	0.19
		SC	3.58	3.43 (—)	0.15
		ST	2.31	0.75 (—)	1.56
9	Karnataka	General	4.31	4.58 (+)	0.27
		SC	2.83	2.80 (—)	0.03
		ST	3.80	2.52 (—)	1.28
10	Madhya Pradesh	General	3.64	3.80 (+)	0.16
		SC	6.27	6.96 (+)	0.69
		ST	0.77	0.92 (+)	0.15
11	Maharashtra	General	3.06	3.14 (+)	0.08
		SC	8.00	6.38 (—)	1.62
		ST	0.36	2.00 (+)	1.64
12	Manipur	General	9.34	10.89 (+)	1.55
		SC	1.48	6.69 (+)	5.21
		ST	0.68	0.76 (+)	0.08
13	Meghalaya	General	1.09	1.09	0.00
		SC	6.05	8.07 (+)	2.02
		ST	0.65	0.63 (—)	0.02
14	Nagaland	General	0.30	1.43 (+)	1.13
		SC	—	—	—
		ST	0.07	0.23 (+)	0.16

## STATEMENT 3—Contd.

1	2	3	4	5	6
15 Orissa	General	3.63	3.47	(—)	0.16
	SC	5.36	4.88	(—)	0.48
16 Punjab	ST	1.18	1.43	(+)	0.25
	General	3.17	3.44	(+)	0.27
	SC	4.73	3.21	(—)	1.52
17 Rajasthan	ST	—	—	—	—
	General	3.43	3.65	(+)	0.22
	SC	6.31	5.63	(—)	0.68
18 Sikkim	ST	0.19	0.24	(+)	0.05
	General	N.A.	1.40	—	N.A.
	SC	3.33	5.54	(+)	2.21
19 Tamil Nadu	ST	—	0.86	—	—
	General	4.54	5.12	(+)	0.58
	SC	1.15	1.33	(+)	0.18
20 Tripura	ST	0.52	1.62	(+)	1.10
	General	1.40	1.62	(+)	0.22
	SC	1.53	1.77	(+)	0.24
21 Uttar Pradesh	ST	0.12	0.24	(+)	0.12
	General	3.67	4.39	(+)	0.72
	SC	2.60	3.08	(+)	0.48
22 West Bengal	ST	3.31	4.85	(+)	1.54
	General	2.70	4.12	(+)	1.42
	SC	2.11	2.95	(+)	0.84
23 Andaman & Nicobar Islands	ST	1.01	1.05	(+)	0.04
	General	4.06	4.10	(+)	0.04
	SC	—	—	—	—
24 Arunachal Pradesh	ST	28.39	24.71	(—)	3.68
	General	0.31	0.41	(+)	0.10
	SC	—	1.77	—	—
25 Chandigarh	ST	0.10	0.11	(+)	0.01
	General	0.56	1.14	(+)	0.58
	SC	0.88	0.62	(—)	0.26
26 Delhi	ST	—	—	—	—
	General	2.28	3.76	(+)	1.48
	SC	3.33	1.61	(—)	1.72
27 Goa, Daman & Diu	ST	—	—	—	—
	General	5.77	4.13	(—)	1.64
	SC	30.21	22.20	(—)	8.01
28 Dadra & Nagar Haveli	ST	0.86	3.79	(+)	4.93
	General	0.93	0.83	(—)	0.10
	SC	10.47	6.89	(—)	3.58
29 Lakshadweep	ST	0.13	0.19	(+)	0.06
	General	30.09	12.69	(—)	17.40
	SC	—	—	—	—
30 Mizoram	ST	34.81	15.81	(—)	19.00
	General	—	1.28	—	—
	SC	—	—	—	—
31 Pondicherry	ST	—	—	—	—
	General	1.79	2.64	(+)	0.85
	SC	0.43	0.69	(+)	0.26
	ST	—	—	—	—

- Notes : 1. Census could not be held in Assam owing to disturbed conditions prevailing there at the time of 1981 Census.
2. No castes were scheduled for Nagaland, Andaman & Nicobar Islands and Lakshadweep.
3. No tribes were scheduled for Haryana, Jammu & Kashmir, Punjab, Chandigarh, Delhi and Pondicherry.
4. No tribes were scheduled under the Constitution in relation to Sikkim in 1971 Census under the Representation of Sikkim Subjects Regulation, 1966.
5. 1971 Census figures for Mizoram are included in Assam.

STATEMENT No. 4

Statement showing the industrial classification of General, Scheduled Caste and Scheduled Tribe working population according to 1971 and 1981 Censuses in the States/Union Territories

OTHER CATEGORIES OF WORKERS

Sl. No.	State/UT	Category	1971 (Percentage)	1981 (Percentage)	Increase/ decrease (from col. 4 to 5)
1	2	3	4	5	6
	INDIA	General	26.81	29.32 (+)	2.51
		SC	17.06	20.30 (+)	3.24
		ST	8.37	11.48 (+)	3.11
1	Andhra Pradesh	General	25.05	25.29 (+)	0.24
		SC	12.29	12.94 (+)	0.65
		ST	10.85	9.26 (-)	1.59
2	Assam	General	32.22	—	—
		SC	27.11	—	—
		ST	7.10	—	—
3	Bihar	General	15.27	17.78 (+)	2.51
		SC	9.22	11.37 (+)	2.15
		ST	8.57	11.94 (+)	3.37
4	Gujarat	General	31.58	36.71 (+)	5.13
		SC	29.93	37.54 (+)	7.61
		ST	8.66	13.13 (+)	4.47
5	Haryana	General	31.45	35.27 (+)	3.82
		SC	28.33	33.50 (+)	4.97
		ST	—	—	—
6	Himachal Pradesh	General	22.58	24.99 (+)	2.41
		SC	14.34	19.32 (+)	4.98
		ST	13.48	19.32 (+)	5.84
7	Jammu & Kashmir	General	28.14	34.35 (+)	6.21
		SC	18.83	25.15 (+)	6.32
		ST	—	—	—
8	Kerala	General	47.23	54.54 (+)	7.31
		SC	10.36	36.20 (+)	25.84
		ST	17.67	21.24 (+)	3.57
9	Karnataka	General	28.98	30.30 (+)	1.32
		SC	22.20	23.64 (+)	1.44
		ST	24.61	15.94 (-)	8.67
10	Madhya Pradesh	General	16.94	19.93 (+)	2.99
		SC	12.58	17.38 (+)	4.80
		ST	32.75	6.87 (-)	25.88
11	Maharashtra	General	32.07	35.23 (+)	3.16
		SC	24.28	31.15 (+)	6.87
		ST	6.61	13.25 (+)	6.64
12	Manipur	General	20.01	22.01 (+)	2.00
		SC	13.54	14.65 (+)	1.11
		ST	3.43	10.77 (+)	7.34
13	Meghalaya	General	19.88	25.43 (+)	5.55
		SC	65.65	79.23 (+)	13.58
		ST	11.30	19.85 (+)	8.55
14	Nagaland	General	20.67	26.21 (+)	5.54
		SC	—	—	—
		ST	9.24	15.60 (+)	6.36

## STATEMENT 4—Contd.

1	2	3	4	5	6
15	Orissa . . . . .	General	18.93	21.88	(+) 2.95
		SC	18.01	18.79	(+) 0.78
		ST	9.71	10.21	(+) 0.50
16	Punjab . . . . .	General	34.16	37.41	(+) 3.25
		SC	26.59	30.10	(+) 3.51
		ST	—	—	—
17	Rajasthan . . . . .	General	32.34	26.80	(+) 4.46
		SC	19.22	25.17	(+) 5.95
		ST	6.68	11.84	(+) 5.16
18	Sikkim . . . . .	General	—	34.40	—
		SC	22.32	34.52	(+) 12.20
		ST	—	30.74	—
19	Tamil Nadu . . . . .	General	33.74	34.03	(+) 0.29
		SC	16.68	17.51	(+) 0.83
		ST	17.06	17.02	(—) 0.04
20	Tripura . . . . .	General	24.23	30.90	(+) 6.67
		SC	20.29	32.79	(+) 12.50
		ST	4.29	7.01	(+) 2.72
21	Uttar Pradesh . . . . .	General	18.95	21.27	(+) 2.32
		SC	11.81	14.24	(+) 2.43
		ST	9.75	9.19	(—) 0.56
22	West Bengal . . . . .	General	38.88	40.43	(+) 1.55
		SC	21.93	24.21	(+) 2.28
		ST	18.83	19.18	(+) 0.35
23	Andaman & Nicobar Islands . . . . .	General	77.48	75.75	(—) 1.73
		SC	—	—	—
		ST	71.51	75.15	(+) 3.64
24	Arunachal Pradesh . . . . .	General	19.39	24.85	(+) 5.46
		SC	53.00	82.66	(+) 29.66
		ST	3.80	7.77	(+) 3.97
25	Chandigarh . . . . .	General	95.03	96.99	(+) 1.96
		SC	93.24	97.58	(+) 4.24
		ST	—	—	—
26	Delhi . . . . .	General	93.86	93.45	(—) 0.41
		SC	92.25	96.02	(+) 3.77
		ST	—	—	—
27	Goa, Daman & Diu . . . . .	General	55.25	67.19	(+) 11.94
		SC	48.02	63.41	(+) 15.39
		ST	49.74	50.91	(+) 1.17
28	Dadra & Nagar Haveli . . . . .	General	9.66	26.51	(+) 16.85
		SC	27.53	56.98	(+) 29.45
		ST	15.92	13.88	(—) 2.04
29	Lakshadweep . . . . .	General	69.86	87.31	(+) 17.45
		SC	—	—	—
		ST	65.19	84.19	(+) 19.00
30	Mizoram . . . . .	General	—	24.05	—
		SC	—	95.50	—
		ST	—	17.95	—
31	Pondicherry . . . . .	General	53.55	57.00	(+) 3.45
		SC	18.05	20.69	(+) 2.64
		ST	—	—	—

- NOTES: 1. Census could not be held in Assam owing to disturbed conditions prevailing there at the time of 1981 Census.
2. No castes were scheduled for Nagaland, Andaman & Nicobar Islands and Lakshadweep.
3. No tribes were scheduled for Haryana, Jammu & Kashmir, Punjab, Chandigarh, Delhi and Pondicherry.
4. No tribes were scheduled under the Constitution in relation to Sikkim in 1971 Census under the Representation of Sikkim Subjects Regulation, 1966.
5. 1971 Census figures for Mizoram are included in Assam.

# ANNEXURE II

## State Plan outlay, flow to Special Component Plan for the Scheduled Castes and Special Central Assistance (SCA) during 1980-81, 1981-82 and 1982-83

(Rs. in lakhs)

Sl. No.	State/UT	1980-81				1981-82				1982-83			
		Total State Plan	Flow to SCP	Percentage of col. 4 to col. 3	SCA	Total State Plan	Flow to SCP	Percentage of col. 8 to col. 7	SCA	Total State Plan	Flow to SCP	Percentage of col. 12 to col. 11	SCA
1	2	3	4	5	6	7	8	9	10	11	12	13	14
1	Andhra Pradesh	45,100	4,410	9.77	734	53,131	5,184	9.76	741.00	60,500	6,367	10.52	967.85
2	Assam	17,887	174	0.97	97	21,000	317	1.51	99.30	23,800	431	1.81	97.41
3	Bihar	42,500	3,818	8.51	1,013	56,000	5,035	8.99	967.32	67,000	5,877	8.77	1,104.59
4	Gujarat	50,250	2,382	4.74	220	63,200	2,506	3.97	240.71	76,000	1,758	2.31	268.71
5	Haryana	24,050	2,851	11.85	230	29,000	3,471	11.97	241.71	32,000	2,468	7.71	244.56
6	Himachal Pradesh	8,600	679	7.91	86	10,000	1,170	11.70	105.88	12,000	1,016	8.47	129.62
7	Jammu & Kashmir	SCP not prepared				SCP not prepared				16,800	86	0.51	34.12
8	Karnataka	35,200	5,995	17.03	567	41,900	5,245	12.52	650.70	47,500	6,339	13.35	802.13
9	Kerala	24,600	1,728	7.20	262	27,500	2,108	7.67	262.25	27,500	1,559	5.67	277.97
10	Madhya Pradesh	33,062	4,029	7.59	622	64,043	4,377	6.83	747.47	72,500	4,671	6.44	760.24
11	Maharashtra	80,124	2,276	2.83	645	1,02,010	4,265	4.18	643.77	1,32,200	3,101	2.35	608.81
12	Manipur	3,700	49	1.32	4	4,300	89	2.07	2.11	4,800	90	1.88	2.39
13	Orissa	22,105	1,509	7.23	359	27,500	2,862	10.41	528.53	30,000	1,157	3.86	480.21
14	Punjab	28,400	2,857	10.05	377	34,034	2,148	6.31	533.66	38,500	2,050	5.32	436.62
15	Rajasthan	32,500	4,010	12.33	528	34,000	3,297	9.43	503.79	34,000	3,073	9.04	634.98
16	Sikkim	SCP not prepared				2,313	27	1.17	1.62	2,541	41	1.61	1.61
17	Tamil Nadu	38,262	6,775	17.70	956	51,400	8,091	15.74	864.34	71,100	10,341	14.54	985.32
18	Tripura	3,500	190	5.42	21	4,500	320	7.11	28.93	5,000	461	9.22	29.63
19	Uttar Pradesh	85,000	6,112	7.19	2,206	1,02,300	10,331	10.10	2,821.66	1,13,200	12,100	10.69	2,956.63
20	West Bengal	67,237	3,851	5.72	1,003	63,800	4,385	6.87	944.42	49,000	2,917	5.95	1,093.31
21	Chandigarh	SCP not prepared				2,000	64	3.20	2.38	2,377	99	4.16	2.28
22	Delhi	12,038	1,044	8.67	63	16,400	982	5.99	58.08	20,000	1,192	5.96	67.42
23	Goa, Daman & Diu	SCP not prepared				SCP not prepared				4,412	30	0.68	1.87
24	Pondicherry	1,310	155	11.83	7	1,400	234	16.71	10.37	1,819	260	14.29	11.72
Total		6,55,425	54,894	8.38	10,000	8,11,731	66,418	8.18	11,000.00	9,44,549	67,484	7.14	12,000.00



## ANNEXURE III

### A Brief Profile of Scheduled Caste Development Corporations

#### Andhra Pradesh :

The Andhra Pradesh Scheduled Castes Cooperative Corporation Limited was established in February 1974 under the provision of the Andhra Pradesh Cooperative Societies Act 7 of 1964, with an authorised share capital of Rs. 5 crores. The Head Office of the Corporation is situated at Hyderabad. In each of the 23 districts of the State a District Scheduled Caste Service Cooperative Society has been registered under the A.P. Cooperative Societies Act 7 of 1964. These Societies are affiliated to the Corporation. The Chairman of the Corporation is an MLA. The activities of the Corporation are managed by a full time Government official designated as Managing Director.

The main objective of the Corporation is to mobilize resources from financial institutions and the State Government for promoting and accelerating the pace of economic development of the Scheduled Castes. Since inception apart from giving margin money (20% @ 6.5% interest) to the Scheduled Castes the Corporation was engaged in direct lending through its own resources as well as through borrowings from banks during the years 1977-78, 1978-79 and 1980-81. During 1980-81 in compliance with Central directive, a massive programme of margin money loans was launched with the aim of bringing 50% of the poor Scheduled Castes above the poverty line during the Sixth Plan period. Besides the Corporation has also been implementing other schemes sponsored by the State Govt. pertaining to economic development of the Scheduled Castes. It has also implemented two schemes with the funds made available by the Commissioner, Special Employment Scheme. Since 1979-80 the funds made available under SCA are being utilised for provision of infrastructure support to the family oriented programmes. The Corporation has taken up the construction of hostels for Scheduled Caste students. During 1981-82 the Corporation was associated with NREP for taking up social forestry. During 1979-80 in collaboration with the A.P. State Road Transport Corporation it provided margin money to the educated unemployed for operating transport buses. The Corporation has tie-up arrangements both with banks and IRDP. The State Government have disbursed an amount of Rs. 250.50 lakhs against share capital to the Corporation for the period 1974-78. Since 1978 the Government of India also started contributing towards share capital. The contribution received by the Corporation as on March 1982 from the State and the Government of India is Rs. 1322.62 and Rs. 1257.61 lakhs respectively.

#### Bihar :

The Bihar State Scheduled Castes Cooperative Development Corporation Limited was established in September 1976 under the Bihar and Orissa Cooperative Societies Act with an authorised share capital of Rs. 5 crores. The Head Office of the Corporation is located at Patna. The Corporation has also set up offices in some of the districts. In the remaining districts the District Welfare Officer (Welfare Department) looks after the activities of the Corporation. The Chairman of the Corporation is an MLA and the Managing Director a full time government employee.

The main objective of the Corporation is to plan, promote, undertake and assist economic development activities for the benefit of the Scheduled Caste members in the State. Presently the Corporation is involved in margin money loans programme. Besides it has undertaken promotional activities under which it has initiated one training unit for tailoring at Ranchi. It is also involved in implementation of schemes utilising government grants

(SCA). The Corporation has made arrangements with the banks and the DRDAs for implementation of its programme. As on June 1982 the Corporation had received from the State Government and the Government of India amounts of Rs. 233 lakhs and Rs. 215.98 lakhs respectively against share capital contribution.

#### Gujarat :

The Gujarat Scheduled Castes Economic Development Corporation Ltd., Gandhinagar, was formed in 1975 under the Societies Registration Act 1860. In 1979 it was incorporated as a limited company under the Companies Act 1956. Its authorised share capital at the time of incorporation was Rs. 2 crores which was raised to Rs. 3.50 crores and subsequently to Rs. 8 crores. The headquarter of the Corporation is located at Gandhinagar. The Chairman is a non-official board member. The executive head of the Corporation is the Managing Director, a full time IAS officer. At the district level the Backward Class Welfare Officer acts as the District Manager in the district level office of the Corporation.

The main objective of the Corporation is to provide financial assistance to Scheduled Caste families for identified economic development projects whereby they are enabled to cross the poverty line within the stipulated time frame. The Corporation is engaged in advancing margin money loan in association with the banks, direct lending in unbanked areas to the most backward SC members and provision of interest subsidy. And since 1979-80 the Corporation has also taken up implementation of schemes using Government grants provided to them out of Special Central Assistance. Tie-up arrangements have been established with commercial banks. As an incentive to the banks 25% of the unit cost of individual schemes is deposited as margin money with the banks. However, from the fact that a large proportion of loan applications forwarded by the Corporation is rejected by banks it may be concluded that the tie up is not working effectively. Till recently no specific tie up arrangements had been effected with other development departments. The paid up share capital of the Corporation as on March 1982 was Rs. 4 crores of which the State Government share was Rs. 2.04 crores and the Central share Rs. 1.96 crores.

#### Haryana :

The Haryana Harijan Kalyan Nigam was set up in January 1971 under the Companies Act, 1956, with an authorised share capital of Rs. 2 crores which has subsequently been raised to Rs. 5 crores since April 1980. The headquarters of the Corporation is situated at Chandigarh and there are district offices in each of the twelve districts. An MLA is the Chairman of the Nigam whose Chief Executive is the full time Managing Director, an IAS Officer.

The Nigam aims at bringing about socio-economic and educational upliftment of the Scheduled Castes in the State. The main objectives of the Nigam are : to advance loans to SC members to start their own profession; to advance loan in cash or in kind for purchase of vehicles; to advance loan to members of Scheduled Castes upto Rs. 10,000 individually and upto Rs. 50,000 collectively for various activities; and also to plan, promote and undertake projects pertaining to agriculture, small scale industries, business, trade and transport on its own or in collaboration with other agencies. Till February 1982 the Nigam was advancing loans directly to the beneficiaries. Following the Government of India instructions direct lending has been withdrawn. After several meetings with the bankers it has entered into arrangement with five major banks, viz. Punjab National Bank, State Bank of India,

Central Bank of India, State Bank of Patiala and Union Bank of India, and started contributing margin money for the loans advanced by these banks to Scheduled Caste beneficiaries under the margin money loan programme. Achievement under margin money loan programme during 1981-82 was negligible. During 1982-83 the Corporation had programmed to extend margin money loans to 13,000 SC beneficiaries. Besides, the Nigam has set up four production-cum-training centres, viz. a shoe production centre at Karnal (1973) one sub unit of this centre at Ambala (1980). Harkalyan Binders and Printers at Panchkula (1976) and Harkalyan package at Murthal (1976), with a total investment of Rs. 81.49 lakhs. For marketing of shoes the Corporation has set up showrooms at Chandigarh and Rohtak. There is also one raw material depot at Ambala which sells leather and other raw materials to Harijan cobblers and shoe makers at 'no profit no loss' basis.

Till 1977-78 the Corporation had received Rs. 124.40 lakhs towards share capital from the State Government. During the period 1978-79 to 1981-82 the State Government and the Government of India contributed Rs. 195.10 lakhs and 121.44 lakhs respectively. A further amount of Rs. 65.97 lakhs was expected as Central share as on June 1982. Since inception the Corporation has received Rs. 87.40 lakhs from the State Government as loan which is interest free for the first five years with repayment schedule of 15 annual instalments.

#### Himachal Pradesh :

The Himachal Pradesh Scheduled Caste Development Corporation was established in November 1979 under the Himachal Pradesh Scheduled Caste Development Corporation Act 1979, with an authorised share capital of Rs. 5 crores. The Corporation started functioning from April 1980. The Head Office of the Corporation is situated at Simla. The Corporation also has offices in each district of the State. The State Minister of Panchayat is the Chairman of the Corporation and the Managing Director is a full time IAS Officer.

The objective of the Corporation is the upliftment of the Scheduled Castes through provision of margin money loan in coordination with banks (for loan component) and the government departments (for subsidy purpose). The Corporation has good tie-up arrangement with the DRDAs which also help in identification and issue of Vikas Patrika to eligible borrowers. Majority of the beneficiaries of the Corporation do get subsidy under IRDP. It has been stipulated that 50% of beneficiaries covered under IRDP would be members of the Scheduled Castes. The Corporation is also engaged in the implementation of schemes using government grants (Special Central Assistance).

Till 1981-82 the Corporation had received Rs. 115 lakhs and Rs. 70.25 lakhs from the State Government and the Government of India respectively as share capital contribution. For 1982-83 the State Government released Rs. 70 lakhs. Further, the Corporation received Rs. 12 lakhs for the financial year 1982-83 as Government grant (SCA) for promoting economic schemes.

#### Karnataka :

The Karnataka Scheduled Castes and Scheduled Tribes Development Corporation Limited was incorporated in March 1957 under the Indian Companies Act, 1956, with an authorised share capital of Rs. 500 lakhs. The head office of the Corporation is located at Bangalore. The Corporation has district offices in each of the 19 districts. The Minister for Social Welfare and Backward Classes is the Chairman of the Corporation. The Managing Director of the Corporation is a full time government employee.

The main objective of the Corporation is to accelerate the economic development of the Scheduled Castes and Scheduled Tribes who had either been neglected or inadequately covered by various development programmes of the State during the previous Plans. Till 1977-78 the Corporation was providing direct or full loans. Since 1978-79 the Corporation stopped providing direct loans and started giving 25% margin money under the margin money loan programme, provided that the remaining 75% was given by the banks as loan. Though the Corpo-

ration had taken up a scheme of provision of auto rickshaws in collaboration with Punjab National Bank and Canara Bank provision of 25% margin money in 1976-77 itself, a full fledged MMLP was initiated only in 1978-79 at the instance of the Ministry of Home Affairs. Besides during 1977-79 the Corporation had also provided 5% additional share capital to the PLDBs which in turn provided 100% loan assistance to SC/ST farmers to sink irrigation wells and instal pumpsets. Tie-up arrangement with IRDP has been introduced in 1981-82. The Corporation also set up a watch assembly unit during 1980 under the aegis of HMT, Bangalore, to provide employment to educated SC/ST girls. A handloom showroom started by the Corporation for a similar purpose has since been closed. The Corporation received Rs. 160.80 lakhs and Rs. 154.50 lakhs from the State Government and the Central Government respectively during 1978-79 to 1981-82 against the share capital contribution.

#### Kerala :

The Kerala Scheduled Castes and Scheduled Tribes Development Corporation Limited was established on 7-12-1972 and registered under the Indian Companies Act with an authorised share capital of Rs. 2 crores. The share capital has been raised to Rs. 10 crores since March 1981. The head office of the Corporation is located at Trichur. During 1976-77 it set up regional offices at Trivandrum, Kottayam, Trichur, Palghat and Cannanore. The District Collector of Trichur had been designated as the Chairman of the Corporation. The Managing Director of the Corporation is a full time IAS officer.

The main objective of the Corporation have been construction of houses, development of poultry, dairy farming, intensive agricultural operations and village and cottage industries, purchase and hiring of vehicles, purchase of land, finance for small business and advancing loan to SC & ST for starting their own professional practice. Till December 1980 the Corporation was engaged in provision of direct loans with liberalised rules and procedure to SC/ST individuals and their cooperative societies which has since been stopped. From 1977-78 construction of houses for Harijans has been major activity of the Corporation. For this purpose the Corporation raised funds from HUDCO the interest charged by HUDCO being reimbursed by the Government of Kerala. In view of the guidelines issued by the Ministry of Home Affairs the Corporation in collaboration with the banks has introduced MMLP to support economic sectors of the Scheduled Castes since December 1980. The Corporation also proposed to take up schemes in urban areas with 50% subsidy given from Government grants (SCA). For implementation of MMLP the Corporation had entered into tie-up arrangements with IRDP and the Banks. From 1978-79 upto 1981-82 the Government of India and the State Government contributed Rs. 129.86 lakhs and Rs. 135 lakhs respectively towards share capital of the Corporation. For 1982-83 the State released Rs. 55 lakhs. Besides the Corporation took a loan of Rs. 126.03 lakhs from the State Government. Against the government grants for supporting economic development programmes (SCA) the Corporation received Rs. 26.75 lakhs for 1981-82. The expense on administration and establishment are met by the Government of Kerala. Between 1976-77 and 1982-83 the Corporation spent an amount of Rs. 27.76 lakhs on administration and establishment.

#### Madhya Pradesh :

The Madhya Pradesh Antyavayavasayee Cooperative Development Corporation Ltd. (MPACDC) was established in March 1979 and registered under the Madhya Pradesh Cooperative Societies Act, 1960 with an authorised share capital of Rs. 5 crores. subsequently raised to Rs. 10 crores. The Corporation started actual functioning from September 1980. The head office of the Corporation is situated at Bhopal and in 35 districts of the State the Corporation has set up District Antyavayavasayee Cooperative Development Societies. The Minister of Tribal and Harijan Welfare is the Chairman of the Corporation and his Chief Executive Officer is the Managing Director.

The main objective of the Corporation is to undertake economic upliftment of the Scheduled Castes by ensuring flow of institutional credit for economically

viable schemes. The main function of the Corporation is to provide margin money and subsidy to eligible beneficiaries. Initially margin money was provided only @5% of unit cost which has been recently raised to 20-25% depending on the schemes. The Corporation also provides share capital loans to members of district societies. Since March 1982 the Corporation has started giving subsidy under self-employment scheme with a non-recurring cost not exceeding Rs. 12,000. It also gives land costing upto Rs. 8,000 to landless Scheduled Caste persons. Presently a programme of constructing 211 hostels is being carried out by the Corporation through the agencies of the Housing Board and the Rural Engineering Service. The Corporation has tie-up arrangements with the Tribal and Harijan Welfare Department, the Housing Board, the Rural Engineering Service and commercial banks. As on 31-3-1982 the Corporation's share capital was Rs. 248.25 lakhs out of which Rs. 121 lakhs was contributed by the State Government and Rs. 127.25 lakhs by the Central Government.

#### Maharashtra :

The Mahatma Phule Backward Class Development Corporation was registered as a limited company on 10-7-78 under the Companies Act, 1956. Its authorised share capital was initially Rs. 2.50 crores which has subsequently been raised to Rs. 10 crores. The Head Office of the Corporation is located at Bombay. It has regional offices at Bombay, Thane, Pune, Nasik, Aurangabad, Nagpur, Kolhapur and Akola. District level offices are operating in 23 districts. Since the Department of Social Welfare is the nodal department for the Special Component Plan, the Corporation is under the overall administrative control of the Directorate of Social Welfare. A non-official member of the Board of Directors is the Chairman of the Corporation and the Managing Director is a full time government employee appointed by the State.

The main objective of the Corporation is to plan, promote and implement economic development programmes for the benefit of persons belonging to Backward Classes. The main activities of the Corporation are margin money loan advances, interest subsidy distribution and implementation of schemes using Government grants (SCA). The Scheme of routing DRI funds in unbanked area, though introduced in 1980-81 did not take off due to various reasons and was finally abandoned in 1981-82 when the Corporation started implementing economic programmes included in the Special Component Plan of the State. For implementation of margin money loan scheme the Corporation has made arrangements with commercial banks. The Corporation is yet to establish effective tie-up with concerned sectoral departments. The paid up share capital of the Corporation upto 1982 was Rs. 253.03 lakhs till 1982, contributed by the State and the Central Governments in the ratio of 51:49.

#### Orissa :

Established in June 1979 under the Orissa Cooperative Society Act 1962, with an authorised share capital of Rs. 10 crores, the Orissa Scheduled Caste Finance Corporation Limited (OSFC) is engaged in promoting programmes in agricultural and allied sectors for the benefit of the Scheduled Caste population of Orissa. The Head Office of the Corporation is located at Bhubaneswar. It had nine district offices and the tenth (at Korapur) was proposed to be opened. Three districts, viz., Sundargarh, Keonjhar and Mayurbhanj, were tagged on to Sambalpur, Dhenkanal and Balasore district offices respectively. A full time IAS Officer holds the charge of both Chairman and Managing Director.

The schemes in which the Corporation participates are (1) agricultural development (provision of dug wells, cultivable land and bullock carts, promotion of coconut cultivation); (2) animal husbandry (unit of milch cows, goats, pigs and poultry); (3) pisciculture; (4) small and cottage industry; and (5) small trade/business. These schemes are not directly implemented by the Corporation but through tie-up arrangements with Integrated Rural Development Programme, Integrated Tribal Development Agency, Economic Rehabilitation of Rural Poor (ERRP),

Agro-Industries Corporation, State Handloom Weavers Cooperative Society, Leather Corporation, State Khadi and Village Industries Board, Orissa Financial Corporation and Orissa Cooperative Milk Federation. The pattern of tie-up arrangement is (a) subsidy component from concerned department, (b) 25% margin money by the Corporation and (c) bank loan. The Corporation has received Rs. 134.16 lakhs from the State Government and Rs. 100.05 lakhs from the Central Government towards share capital till date.

#### Punjab :

The Punjab Scheduled Castes Land Development and Finance Corporation was established under provisions of a special enactment, viz., Punjab Scheduled Castes Land Development and Finance Corporation Act No. 9 of 1970 and started functioning from January 1971. The Corporation's headquarters is located at Chandigarh and it has district offices in each of the twelve districts. The Commissioner-cum-Secretary, Social Welfare, Government of Punjab, is the Chairman of the Corporation which is headed by a fulltime Executive Director. The State Government initially provided Rs. 5 crores towards authorised share capital the limit of which was raised to Rs. 20 crores with effect from March 1982.

The main objective of the Corporation is promotion of programmes pertaining to agriculture and allied activities, small scale industries, petty business, trades, transport, etc., for the benefit of the Scheduled Castes through provision of financial assistance. Since inception the Corporation has been engaged in direct lending to members of SC families. However, the Corporation since 1979-80 has started extending assistance to yellow card holder SC families through tie-up arrangements with banks around 24 banks in the State. The Corporation instead of contributing margin money, provides graded interest subsidy to banks on loans extended to SC beneficiaries depending upon the quantum of loan. Besides the Corporation's patronising an agriculture farm at Surtapur (Ropar District) which is 734 acres in extent and was set up at the time of establishing the Corporation at a total cost of Rs. 23.50 lakhs. In all 113 scheduled caste families have been allotted 5 acres of land each and provided with a package of services such as land levelling, provision of tractors on custom service, sinking of tubewells, loans for seeds and fertilizers, afforestation, drainage, etc., at a total cost of Rs. 5.04 lakhs. The Corporation is operating both in urban as well as rural areas except during 1981-82 when the State Govt. had directed it to operate only in urban areas.

Between 1970-79 the State Government contributed Rs. 5 crores towards the share capital of the Corporation. Since 1979-80 the Government of India have also started contributing to the share capital of the Corporation. The Government of India contributed Rs. 49 lakhs during 1979-80 against the State share of Rs. 100 lakhs. For 1980-81 actual amounts contributed by the State and the Central Governments were Rs. 100 lakhs and Rs. 50 lakhs respectively. However, for this period allocation by the Central Govt. was Rs. 297 lakhs of which Rs. 248 lakhs are said to be retained towards 'Deposits' by the State Government and not released to the Corporation. For 1981-82 allocations by the State and the Central Governments were Rs. 153 lakhs and Rs. 199 lakhs respectively. However, the released amounts were only Rs. 51 lakhs and Rs. 50 lakhs from the State and the Central Governments respectively.

#### Rajasthan :

The Rajasthan Scheduled Castes Development Cooperative Corporation was established in March 1980. It is registered as a cooperative society under the Rajasthan Cooperative Societies Act, 1965. The Head Office of the Corporation is located at Jaipur. The Corporation does not have any district or regional offices. The Chief Secretary in the State is the Chairman of the Corporation and the Managing Director is the Director, Department of Social Welfare.

The main objective of the Corporation is to undertake economic upliftment of the members of the Scheduled

Cases. Since inception the main function of the Corporation was to start on a MMLP and schemes of co-financed subsidy using Government grants (SCA). The Corporation has extended its activities in all the 26 districts of the State. The schemes formulated by the Corporation are implemented by other Government Departments/agencies, autonomous corporations or private agencies. As per the demand received from the implementing agencies of the various schemes, funds are advanced. Against MMLP the Corporation helps the beneficiaries in purchasing share in PACs and PLDBs for availing of loans. Besides the Corporation has designed around nine training-cum-employment schemes. The Corporation has also proposed to set up a leather retanning and finishing centre project in Bhimtal Tahsil and six handloom training-cum-common facilities centres.

The main partner of the Corporation in implementing its major scheme of subsidy at enhanced rates under IRDP is District Rural Development Agency. In implementation of MMLP the Corporation has tie-up arrangements with PACs and PLDBs. The Rajasthan Financial Corporation which had also entered into such arrangements with the Corporation withdrew from this due to technical reasons. The share capital of the Corporation as at the end of March 1982 was Rs. 201.96 lakhs.

#### Tamil Nadu :

The Tamil Nadu Adi Dravidar Housing and Development Corporation was formed in February 1974 under the Companies Act 1956, with an authorised share capital of Rs. 1 crore which was subsequently raised to Rs. 3 crores. The Corporation commenced its business on 24-4-1974. Initially the Corporation had its registered office in Madras which was later shifted to Villupuram (170 kms. from Madras). It has district offices in all the 15 districts of Tamil Nadu. The Chairman is a non-official member (ex-MLC) and a full time IAS officer is the Managing Director of the Corporation.

Initially the main objective of the Corporation was provision of houses for the Scheduled Castes in rural areas. Since 1980-81 the Corporation has also taken up implementation of economic development schemes for the Scheduled Castes through MMLP. Realising that it would be difficult to improve the economic condition of the Scheduled Castes through scattered lending it introduced cluster development programme. In every district the most backward Block has been selected for development. The target is to cover one cluster per block every year. The Corporation has tie-up arrangements with one bank branch in each district for implementation of cluster development programme to benefit 1,000 persons per cluster per year. It has also planned to implement urban area schemes in towns and municipal areas. Besides the Corporation is also provided with Government grants (SCA). The funds received during 1980-81 were released to DRDAs for provision of subsidy to SC beneficiaries. The amounts received for 1981-82 and 1982-83 were spent directly by the Corporation in creating technical support services and coordination with various departments.

For the period 1980-81 to 1982-83 the Corporation received Rs. 254 lakhs and Rs. 246 lakhs from the State Government and the Government of India respectively towards share capital contribution. For the same period an amount of Rs. 2920.34 lakhs was placed under the disposal of the Corporation as Government grants (SCA).

#### Tripura :

The Tripura Scheduled Castes Cooperative Corporation Ltd., was established in October 1979. However, it could start its lending activities only around March 1982. The Head Office of the Corporation is located at Agartala. Presently the Department of Welfare for Scheduled Tribes and Scheduled Castes is taking care of the activities of the Corporation in the districts. The Deputy Chief Minister of the State is the Chairman of the Corporation. A full time IAS officer is holding the post of the Managing Director.

The Corporation gives margin money loan assistance at 4% interest to deserving individual Scheduled Caste beneficiaries or SC members of cooperative societies. It also serves as a guarantor of Scheduled Caste borrowers.

Lack of technical staff to review and formulate schemes for SC and the lukewarm attitude of banks have been the major obstacles in implementation of the margin money loan programme. Presently the Tripura Gramin Bank and the Tripura State Cooperative Bank are participating in the schemes. Since the Corporation has yet not entered into arrangements with UBI, SBI and UCO Bank it is not covering areas adopted by these banks. From 1979 to 1982 the Corporation was able to give membership and share of the Corporation to 23 Societies. The Corporation has received Rs. 17 lakhs and Rs. 4 lakhs from the State and the Central Governments respectively towards share capital contribution.

#### Uttar Pradesh :

The Uttar Pradesh Scheduled Castes Finance and Development Corporation was set up in March 1975 under the Companies Act, 1956, with an authorised share capital of Rs. 10 crores. The headquarter of the Corporation is located at Lucknow. At district level the Corporation office is managed by the Assistant District Development Officer who happens to be the Special Officer of the Directorate of Harijan and Social Welfare in the districts. The post of Chairman was vacant. The Managing Director is full time IAS officer.

Its objective is to provide assistance to the Scheduled Castes for their economic upliftment. Up to 1980 the Corporation was mainly engaged in direct lending. After 1980 the Corporation came under the control of the Directorate of Harijan and Social Welfare and thereafter it started giving both grants and margin money loan to Scheduled Caste borrowers in HADA areas and only margin money loan in other areas. In rural areas it operates in 294 Blocks having concentration of SC population. From 1980-81 the Corporation is also engaged in implementation of schemes supported with Government grants (Special/Central Assistance). During 1982-83 the State Government had also placed a certain amount with the Corporation for assistance under various programmes. Around six banks and the DRDAs are involved in the programme implementation of the Corporation since 1982. Since inception the State Government have contributed around Rs. 302 lakhs towards share capital of the Corporation (as on June 1982) and similarly the Government of India have contributed Rs. 230 lakhs for the period 1979-82.

#### West Bengal :

The West Bengal Scheduled Castes and Scheduled Tribes Development and Finance Corporation was formed in July 1976 under the West Bengal Act XXXIX of 1976, but started functioning in May 1979. The Act was amended by the West Bengal Act XIV of 1980 by making certain inclusions such as increase in strength of Board members introducing the post of Managing Director in place of Administrative Officer and creating provision for benefiting the Scheduled Tribes also. The Head Office of the Corporation is located at Calcutta and there are district level offices in each district of West Bengal. The Minister in charge of Scheduled Castes and Tribes Welfare is the Chairman of the Corporation whereas the Secretary of the Department acts as Vice-Chairman.

The main objective of the Corporation was upliftment of SC & ST families through individual and commercial activities. Initially the Corporation started financing short term crop loans to SC and ST assignees of vested land and share-croppers and later from January 1982 initiated disbursement of medium term loans for schemes under agriculture and allied activities, small scale industries and small business. The Corporation is also engaged in advancing margin money loans since 1978-79 to SC & ST. The banks, DRDAs and other departments like KVIB, Department of Agriculture and Department of Animal Husbandry are associated with the Corporation in implementation of the above schemes. During the period 1978-79 to 1981-82 the Govt. of India and the Govt. of West Bengal had contributed Rs. 145.29 lakhs and Rs. 252 lakhs respectively towards share capital of the Corporation. The State Government had also released Rs. 55 lakhs for 1980-81 and 1981-82 to the Corporation for assistance to the Scheduled Tribes.

**ANNEXURE IV**  
**VI Plan Outlays for Tribal Sub-Plan**

Sl. No.	State/Union Territory	% age of ST to total population in State in 1971 (revised)	State Plan	Flow to TSP	% age of Col. 5 to Col. 4	SCA
1	2	3	4	5	6	7
1.	Andhra Pradesh	5.12	3,10,000	13,946.00	4.50	2,133.47
2.	Assam	10.99	1,15,000	12,015.00	10.45	2,048.00
3.	Bihar	8.75	3,22,500	62,525.80	19.39	6,748.11
4.	Gujarat	14.07	3,68,000	48,440.00	13.16	3,941.93
5.	Himachal Pradesh	4.09	56,000	4,491.00	8.02	681.31
6.	Karnataka	0.89	2,26,500	2,380.00	1.05	334.55
7.	Kerala	0.90	1,55,000	1,935.00	1.25	264.08
8.	Madhya Pradesh	23.56	3,80,000	62,903.67	16.55	13,457.22
9.	Maharashtra	7.62	6,17,500	29,885.46	4.84	3,216.02
10.	Manipur	31.13	24,000	7,637.18	31.82	838.03
11.	Orissa	23.13	1,50,000	53,318.85	35.55	6,444.42
12.	Rajasthan	12.17	2,02,500	20,266.48	10.01	3,204.17
13.	Sikkim	24.76	12,200	1,505.70	12.34	119.00
14.	Tamil Nadu	1.09	3,15,000	1,698.00	0.54	515.09
15.	Tripura	28.98	24,500	6,523.00	26.62	777.05
16.	Uttar Pradesh	0.23	5,85,000	349.27	0.06	86.37
17.	West Bengal	5.87	3,50,000	18,033.25	5.15	2,088.63
18.	A. & N. Islands	15.65	9,660	1,548.05	16.03	80.55
19.	Goa, Daman & Diu	0.82	19,200	122.65	0.64	22.00
	Total	6.97	42,42,560	3,49,524.36	8.24	47,000.00



1 Andhra Pradesh]	50,100	2,295.00	4.58	337.22	53,131	1,634.90	3.08	383.00	60,500	1,907.56	3.15	425.00
2 Assam . . . . .	19,800	2,102.00	10.62	319.01	21,000	2,221.00	10.58	367.00	23,800	2,464.50	10.36	411.00
3 Bihar . . . . .	47,661	9,326.00	19.57	973.98	56,000	10,500.00	18.75	1,212.28	67,000	12,657.86	18.89	1,343.18
4 Gujarat . . . . .	50,250	4,839.73	9.63	568.64	63,200	7,136.94	11.29	718.26	76,000	8,500.47	11.18	788.89
5 Himachal Pradesh . . . . .	9,000	718.87	7.99	81.22	10,000	804.00	8.04	121.94	12,000	1,105.84	9.22	139.73
6 Karnataka . . . . .	38,455	315.00	10.85	17.17	41,900	349.25	0.59	61.00	47,500	390.00	0.82	68.00
7 Kerala . . . . .	27,300	305.19	1.12	57.00	27,500	330.65	1.17	48.00	27,500	348.90	1.26	56.00
8 Madhya Pradesh . . . . .	54,100	8,353.34	15.44	1,923.57	64,043	10,067.74	15.72	2,412.83	72,500	12,085.00	16.67	2,664.48
9 Maharashtra . . . . .	88,290	3,900.07	4.42	544.16	1,08,010	5,566.00	5.15	578.67	1,32,200	6,301.00	4.77	641.85
10 Manipur . . . . .	4,165	1,564.47	37.56	112.05	4,300	1,788.00	41.51	150.00	4,800	1,917.19	39.94	171.00
11 Orissa . . . . .	25,016	8,563.87	34.23	886.45	27,500	9,057.01	32.93	1,166.42	30,000	10,879.54	36.27	1,340.19
12 Rajasthan . . . . .	33,386	3,815.29	11.43	516.49	34,000	4,578.00	13.46	590.79	34,000	4,496.67	13.23	627.99
13 Sikkim . . . . .	2,102	38.46	1.83	10.00	2,313	357.77	15.47	22.00	2,541	381.10	14.99	25.00
14 Tamil Nadu . . . . .	41,123	277.60	0.68	80.87	51,400	307.65	0.59	95.00	78,401.43	358.36	0.46	107.00
15 Tripura . . . . .	3,981	956.00	24.01	130.58	4,500	1,192.88	24.16	142.00	5,000	1,660.77	33.22	157.00
16 Uttar Pradesh . . . . .	93,384	65.88	0.07	19.07	1,02,300	80.32	0.08	14.81	1,20,200	92.32	0.08	17.69
17 West Bengal . . . . .	57,510	2,011.79	3.50	364.58	63,800	2,620.22	4.11	376.00	49,000	1,922.10	3.92	421.00
18 A. & N. Islands . . . . .	1,251	248.25	19.84	14.00	1,872.23	323.77	17.29	16.53	2,200	563.42	25.61	40.00
19 Goa, Daman & Diu . . . . .	3,125	25.46	0.81	12.81	3,450.03	30.00	0.87	4.00	4,412	20.89	0.47	5.00
Total . . . . .	6,49,999	49,712.27	7.65	6,968.81	7,40,219.26	58,946.10	7.96	8,480.53	8,49,554.43	68,053.49	8.01	9,450.00



**ANNEXURE VI**  
**Financial and physical achievements under IRDP during 1982-83**

(Rs. in lakhs)

Sl. No.	State/Union Territory	No. of Blocks	Total allocation	Central allocation	Total expenditure	Total credit disbursed	%age of rural population below poverty line (1977-78)	Total No. of beneficiaries	No. of SC beneficiaries	%age of SC beneficiaries	No. of ST beneficiaries	%age of ST beneficiaries
1	2	3	4	5	6	7	8	9	10	11	12	13
1	Andhra Pradesh	324	2,592.00	1,296.00	3,126.91	5,882.86	43.9	2,84,783	1,14,862	40.33	27,027	9.49
2	Assam	134	1,072.00	536.00	554.67	839.58	52.6	39,588	4,480	11.32	10,235	25.85
3	Bihar	587	4,696.00	2,348.00	3,399.60	6,713.53	58.9	3,62,354	1,00,588	27.76	34,786	9.60
4	Gujarat	218	1,744.00	872.00	1,742.13	3,355.89	43.2	1,73,790	19,452	11.19	51,495	29.63
5	Haryana	87	696.00	348.00	769.33	1,146.68	23.2	1,58,678	31,475	19.83	—	—
6	Himachal Pradesh	69	552.00	276.00	553.86	668.42	28.1	45,755	24,910	54.44	4,473	9.77
7	Jammu & Kashmir	75	600.00	300.00	349.82	622.29	32.7	35,435	1,541	4.35	665	1.88
8	Karnataka	175	1,400.00	700.00	1,722.62	4,128.54	49.9	1,78,856	45,203	25.27	5,098	2.85
9	Kerala	144	1,152.00	576.00	1,073.36	2,615.35	46.0	1,27,798	29,869	23.37	2,276	1.78
10	Madhya Pradesh	458	3,664.00	1,832.00	3,665.66	8,253.71	59.8	3,13,870	72,622	23.14	81,657	26.02
11	Maharashtra	296	2,368.00	1,184.00	2,099.80	4,776.62	55.8	2,19,690	47,050	21.42	23,196	10.56
12	Manipur	26	208.00	104.00	115.23	3.59	30.5	8,358	60	0.72	5,706	68.27
13	Meghalaya	24	192.00	96.00	14.12	—	53.9	7,457	—	—	5,274	70.72
14	Nagaland	21	168.00	84.00	1.19	—	NA	—	—	—	—	—
15	Orissa	314	2,512.00	1,256.00	2,292.78	3,532.78	69.0	2,52,453	58,408	23.14	54,822	21.71
16	Punjab	117	936.00	468.00	1,093.82	1,860.94	11.9	98,435	52,581	53.42	—	—
17	Rajasthan	232	1,856.00	928.00	2,196.10	3,105.84	33.7	1,83,402	72,787	39.69	31,758	17.32
18	Sikkim	4	32.00	16.00	27.00	14.24	NA	3,158	156	4.94	356	11.27
19	Tamil Nadu	377	3,016.00	1,508.00	3,416.14	6,286.87	55.7	2,71,563	99,555	36.66	2,471	0.91
20	Tripura	17	136.00	68.00	144.57	186.00	64.3	9,122	1,612	17.67	2,213	24.26
21	Uttar Pradesh	876	7,008.00	3,504.00	6,535.46	16,050.08	50.2	5,54,980	2,34,832	42.31	1,945	0.35
22	West Bengal	335	2,680.00	1,340.00	656.96	1,094.81	58.9	95,607	24,955	26.10	4,682	4.90
23	A. & N. Islands	5	40.00	40.00	—	—	—	73	13	17.81	—	—
24	Arunachal Pradesh	48	384.00	384.00	207.06	—	—	13,685	—	—	13,685	100.00
25	Chandigarh	1	8.00	8.00	2.97	—	—	405	—	—	—	—
26	D. & N. Haveli	1	8.00	8.00	2.17	4.48	34.3	349	15	6.02	208	83.53
27	Delhi	5	40.00	40.00	60.46	119.16	—	5,027	1,523	30.30	—	—
28	Goa, Daman & Diu	12	96.00	96.00	96.15	94.61	—	6,616	273	4.13	36	0.54
29	Lokshadweep	5	40.00	40.00	6.45	—	—	312	—	—	312	100.00
30	Mizoram	20	160.00	160.00	14.54	—	—	1,977	—	—	1,977	100.00
31	Pondicherry	4	32.00	32.00	18.68	41.33	—	1,971	485	24.61	—	—

# ANNEXURE VII

Advances by public sector banks to the Scheduled Castes and Scheduled Tribes in priority sectors as on the last Friday of December 1979 and December 1982

Sl. No.	Name of the Bank	No. of accounts as on last Friday of		% age of increase in the no. of accounts (col. 4 to 3)	Balance outstanding as on last Friday of		% age of increase in balance outstanding (col. 7 to 6)
		Dec. 1979	Dec. 1982		Dec. 1979 (Rs. in lakhs)	Dec. 1982	
1	2	3	4	5	6	7	8
1.	State Bank of India Group	6,82,071	13,16,147	92.96	13,931.91	28,245.62	102.74
2.	Allahabad Bank	13,029	41,204	216.25	238.70	907.83	280.32
3.	Andhra Bank*	NA	73,829	—	NA	1,148.32	—
4.	Bank of Baroda	1,15,423	2,12,954	84.50	1,644.69	3,559.93	116.45
5.	Bank of India	96,184	1,93,612	101.29	969.10	2,586.39	166.88
6.	Bank of Maharashtra	20,229	38,018	87.94	450.51	828.99	84.01
7.	Canara Bank	63,432	1,44,315	127.51	489.39	1,889.31	286.05
8.	Central Bank of India	1,25,193	2,25,041	79.76	1,965.57	4,546.66	131.32
9.	Corporation Bank*	NA	9,356	—	NA	124.12	—
10.	Dena Bank	20,965	68,343	225.99	271.56	935.84	244.62
11.	Indian Bank	37,266	61,630	65.38	384.13	1,049.83	173.30
12.	Indian Overseas Bank	39,922	62,255	55.94	409.57	922.22	125.17
13.	New Bank of India*	NA	10,280	—	NA	327.84	—
14.	Oriental Bank of Commerce*	NA	7,552	—	NA	188.65	—
15.	Punjab National Bank	72,071	1,83,829	155.07	1,364.53	3,825.34	180.34
16.	Punjab & Sind Bank*	NA	22,338	—	NA	597.20	—
17.	Syndicate Bank	49,850	1,72,974	246.99	522.27	3,334.96	538.55
18.	Union Bank of India	28,536	1,00,312	251.53	267.94	1,663.53	520.86
19.	United Bank of India	1,82,260	1,97,636	8.44	1,447.66	2,000.86	38.21
20.	United Commercial Bank	43,923	86,402@	96.71	645.49	1,575.77@	144.12
21.	Vijaya Bank*	NA	10,994	—	NA	278.82	—
Total		15,90,354	32,39,021	103.67	25,003.02	60,538.03	142.12

\* These banks were nationalised in April 1980.

@December 1981 data.

Source : Reserve Bank of India.

**ANNEXURE VIII**  
**Statement showing the progress of allotment of ceiling surplus land to the Scheduled Castes, Scheduled Tribes and others for the period upto 4th March 1983**

Sl. No.	State/Union Territory	Total					Scheduled Castes			Scheduled Tribes			(in acres)	
		Areas estimated to be surplus	Area declared surplus	Area taken possession of	Area distributed	No. of beneficiaries	Area distributed	No. of beneficiaries	Area distributed	No. of beneficiaries	Area distributed	No. of beneficiaries	Others	No. of beneficiaries
1	2	3	4	5	6	7	8	9	10	11	12	13		
1	Andhra Pradesh	10 09 323 @	10,09,323	4,42,766	3,17,583	2,27,152	1,43,472	1,11,171	56,386	36,862	1,17,725(e)	79,119		
2	Assam	5,68,873 @	5,68,873	4,89,675	3,22,015	2,75,617	22,175	22,544	31,990	20,617	2,67,850(f)	2,32,456		
3	Bihar	3,00,000	2,48,192	1,32,249	1,49,360	1,68,690	79,161(c)	94,864	19,417(c)	17,741	50,782(c)	56,085		
4	Gujarat	1,63,572	1,63,572	69,846	12,045	2,900	9,248	2,158	1,410	364	1,387	378		
5	Haryana	30,380	29,228	20,437	20,173	5,830	9,568	2,807	—	—	10,605	3,023		
6	Himachal Pradesh	3,35,881	1,13,971	1,12,635	3,344	4,362	2,326	2,906	134	262	884	1,194		
7	Karnataka	4,00,000	2,95,720	1,48,039	1,04,920	24,383	56,854	14,292	2,349	613	45,717	9,478		
8	Kerala	1,50,000	1,24,604	81,782	54,422	89,588	19,693	36,448	4,261	5,247	30,468(g)	47,893		
9	Madhya Pradesh	2,56,484 @	2,56,484	1,45,788	87,884	34,455	21,965	9,944	42,096	14,255	23,823	10,256		
10	Maharashtra	3,70,658	3,70,193	2,81,586	2,81,586	76,892	92,294	24,418	51,072	15,675	1,38,220	36,799		
11	Manipur	1,819	1,029	159	37	18	—	—	—	—	37	18		
12	Orissa	2,00,000	1,47,775	1,23,798	1,06,992	82,180	33,266	27,655	45,902	32,072	27,824	22,453		
13	Punjab	46,682 @	46,682	17,014	13,353	3,141	6,563	1,476	—	—	6,790	1,665		
14	Rajasthan	7,94,000	2,60,533	2,32,517	1,32,185	29,040	45,634	11,676	16,718	4,247	69,833(h)	13,117		
15	Tamil Nadu	2,04,395	87,951	81,267	63,654	43,219	20,739	19,846	209	150	42,903	23,358		
16	Tripura	5,187	1,690	1,558	1,113	1,002	245	274	—	—	659	578		
17	Uttar Pradesh	2,88,081	2,88,081	2,64,167	2,36,675	1,93,926	1,40,189	1,43,726(d)	12,180(c)	34,333	96,486	50,200		
18	West Bengal	1,72,467	1,64,767	1,12,818	62,460	1,76,461	25,671(c)	72,454	3,584	1,599	24,609(c)	69,583		
19	Dadra & Nagar Haveli	9,390	8,958	6,776	3,616	1,613	30	13	—	—	2	1		
20	Delhi	1,500	722	374	374(b)	—	—	—	—	—	—	—		
21	Pondicherry	3,210	2,560	1,132	927	1,036	618	749	—	—	374(i)	287		
	Total	53,11,902	41,90,908	27,86,383	19,74,718	14,41,505	7,29,711	5,99,512	2,87,720	1,84,052	9,57,287	6,57,941		

@ These figures have been revised/headjusted upwards to tally with the

# ANNEXURE IX

Statement showing Statewise Minimum Wages in agriculture (for unskilled workers) as fixed by the Central Government/State Governments/UT Administrations as on 20-10-1983

Sl. No.	State/Union Territory	Date from which effective	Rates of wages	Remarks
1	2	3	4	5
	Central Government	19-10-83	Rs. 7.50 to Rs. 11.25 according to areas	
1.	Andhra Pradesh	29-8-83	Rs. 7 to Rs. 18 per day according to areas and nature of work	
2.	Assam	28-12-81	Rs. 8 to Rs 9 per day without meal or Rs. 7 per day with one meal, according to occupation	
3.	Bihar	12-4-82	5 kgs. of paddy or any other kind of grain of the same value besides one time <i>nashta</i> or Rs. 8.50 in cash	
4.	Gujarat	2-10-82	Rs. 9 per day or Rs. 3,200 per year	
5.	Haryana	1-5-82	Rs. 14 per day or Rs. 10 per day with meal	These rates have been further increased by 69 paise per day due to rise in the CPI numbers. But the date from which the rates have been increased is not known.
6.	Himachal Pradesh	1-4-82	Rs. 8.25 per day	Since December 1982 wages have been increased by 18% to 25% according to areas.
7.	Jammu & Kashmir	—	Not yet fixed	The State Government have undertaken a survey with a view to fixing minimum wages for agricultural workers.
8.	Karnataka	1-3-82	Rs. 5 to Rs. 7 per day according to class of work and type of land	
9.	Kerala	1-8-80	Rs. 7.45 per day for light work and Rs. 9.20 per day for hard work	A committee was constituted on 30-10-81 to advise the State Government on further revision of minimum wages.
10.	Madhya Pradesh	1-1-82	Rs. 7 plus special allowance per day linked to CPI compiled half-yearly	
11.	Maharashtra	1-2-83	Rs. 6 to Rs. 10 per day according to areas	
12.	Manipur	1-3-83	Rs. 10 to Rs. 10.50 per day according to areas	
13.	Meghalaya	1-3-80	Rs. 7.50 per day with a mid-day meal	Steps are being taken to revise the minimum wages.
14.	Nagaland	11-2-81	Rs. 7 per day	The State Government are considering revision of minimum wages.
15.	Orissa	25-12-82	Rs. 6 per day	
16.	Punjab	1-1-82	Rs. 11 per day with meals or Rs. 14 per day without meals	These rates have been further increased by 76 paise per day due to rise in the CPI numbers. The revised rates are effective from 1-4-83.
17.	Rajasthan	1-4-82	Rs. 8.05 to Rs. 9 per day according to areas	
18.	Sikkim	—	—	Minimum Wages Act, 1948, has not yet been extended to the State.

## ANNEXURE IX—Contd.

1	2	3	4	5
19.	Tamil Nadu . . .	5-4-83	Rs. 8 per day for workers engaged in sowing, plucking of seedlings or weeding and Rs. 10 to Rs. 11 per day for other operations	These rates are applicable except where the wage rates have been fixed under the Tamil Nadu Agricultural Labour Fair Wages Act, 1969.
20.	Tripura . . .	1-8-82	Rs. 8 per day	
21.	Uttar Pradesh . . .	13-7-83	Rs. 8 to Rs. 9.50 per day according to areas	
22.	West Bengal . . .	13-8-82	Rs. 10.15 per day (adult) Rs. 7.29 per day (child)	Due to the revision of V.D.A. with effect from 14-11-82 every adult worker will get Rs. 12.01 per day and every child Rs. 8.71 per day.
23.	Andaman & Nicobar Islands	14-7-82	Rs. 8 per day	
24.	Arunachal Pradesh . . .	1-6-81	Rs. 9 to Rs. 10 per day	These rates are under executive orders.
25.	Chandigarh . . .	12-4-82	Rs. 14 per day or Rs. 11 per day with meal	
26.	Dadra & Nagar Haveli . . .	Aug. 1983	Rs. 9 per day	
27.	Delhi . . .	1-3-82	Rs. 11.60 per day	
28.	Goa, Daman & Diu . . .	13-8-82	Rs. 6 per day	
29.	Lakshadweep . . .	—	—	There are no agricultural workers in the UTs.
30.	Mizoram . . .	—	There are no organised agricultural labour. Prevailing rate is about Rs. 10 per day	
31.	Pondicherry			
	(i) Mahe Region . . .	23-8-83	Rs. 7.45 to Rs. 9.20 per day according to nature of work	
	(ii) Yanam Region . . .	April 1983	(a) For all kinds of agricultural operations except harvesting Adult Non-adult Rs. 10 per day Rs. 6.30 per day (b) Harvesting Adult Non-adult 9 kgs of paddy 4½ kgs of paddy	
	(iii) Pondicherry . . .	24-1-81	Rs. 5 to Rs. 7.80 per day according to areas and nature of work	Draft proposals for further revision notified on 9-8-83.
	(iv) Karaikal . . .	Aug 1982	Adults 7 kgs. of paddy + Rs. 2.80 per day or Rs. 9 per day	

## ANNEXURE X

### Machinery set up in States/UTs. for enforcement of Minimum Wages Act

#### Gujarat :

It is the only State which has created a separate Commissionerate for Rural Labour since December 1980. There are 22 Government Labour Officers (Gazetted) at the district level and 93 Assistant Government Labour Officers at Tahsil level. Further, the policy of the State Government is to create a post of Assistant Government Labour Officer in each Taluka having 10,000 agricultural labourers or more. In addition to officers of the Labour Department under the Commissioner of Labour, the State Government have authorised the Deputy Collectors, Mamlatdars, Deputy Mamlatdars, Deputy District Development Officers (D.D.Os), Taluka Development Officers (T.D.Os) and Sub-Divisional Soil Conservation Officers as Inspectors under Section 19 of the Act. Tripartite Committees of employer, employees and Government officers have been appointed at the State and district levels which meet periodically and advise on matters pertaining to agricultural labourers. A State Level Advisory Committee for minimum wages in agriculture under the chairmanship of the Labour Minister has been formed. It reviews, *inter-alia*, the functioning of the district committees. In all the districts of the State a District Advisory Committee under the chairmanship of the District Collector has been formed. The Government have also created a Rural Labour Welfare Board for organising agricultural workers. This Board had already established 47 centres and 50 more were likely to be established soon.

#### Haryana :

Apart from all Labour Officers and Labour Inspectors of the Labour Department, Kanungos and Patwaris of the Revenue Department and the Social Education and Panchayat Officers of the Development Department have been declared as Inspectors under the Minimum Wages Act. Tahsildars and Naib Tahsildars have also been authorised to hear cases of payments lower than minimum wages or cases of delayed payments. (No separate committee has been set so far in the State).

#### Karnataka :

The Labour Inspectors, Senior Labour Inspectors in circles, Labour Officers, Assistant Labour Commissioners in Sub-Divisions and districts, Deputy Labour Commissioners in Regions and Joint Labour Commissioners at the State level are looking after the implementation of the Minimum Wages Act. In addition to these enforcement authorities the Revenue Inspectors have been appointed as Inspectors to enforce the minimum wages fixed for agricultural labour. It is proposed by the State Government to give more powers to Revenue Inspectors to file cases before Assistant Commissioners. Wide publicity has been given in villages through leaflets as well as by beat of drum of the provisions relating to the revision in minimum wages for agricultural labourers.

#### Kerala :

There are one Labour Commissioner, one Additional Labour Commissioner and 3 Joint Labour Commissioners at the State level. At the district level there are one District Labour Officer and one Deputy Labour Officer. At the Taluk level there is one Assistant Labour Officer who has been notified to act as Inspector under the Minimum Wages Act and the Kerala Agricultural Workers Act. The District Collectors have been empowered to recover the wages from the landowners as if it is an arrear of public revenue due on land. To ensure that the cases relating to claims

of arrears of wages are dealt with as expeditiously as possible, all District Labour Officers in the State are appointed as Conciliation Officers.

#### Orissa :

The State labour enforcement machinery consisting of District Labour Officers at the district level and Assistant Labour Officers at the Sub-Divisional level is responsible for ensuring payment of minimum wages to agricultural workers in addition to enforcement of the labour laws and implementation of the Minimum Wages Act. Their work is being supervised by the Assistant Labour Commissioners at the zonal level and the Labour Commissioner at the State level. The District Labour Officers and the Assistant Labour Officers numbering 69 have been declared as Inspectors under the Act to oversee implementation of minimum wages in agriculture. Since the Department of Labour and Employment does not have Enforcement Officers at the Block level and also in some Sub-Divisions, Tahsildars, Revenue Supervisors, District Welfare Officers and Assistant District Welfare Officers have also been declared as Inspectors under the Act to oversee enforcement of minimum wages for agricultural workers in addition to their normal duties. Under the Central scheme 40 Honorary Organisers have been posted in 40 backward Blocks of the State to look after the implementation of minimum wages in agriculture in addition to their main duty of educating rural workers about their duties and rights. The State Govt. have proposed to strengthen the enforcement machinery by posting Inspectors in Blocks in a phased manner in order to effectively implement the provision of the Act. No committee has been set up to advise the State Government in the matter of minimum wages in agriculture.

#### Punjab :

For effective enforcement of minimum wages a separate Rural Wing has been set up in the Labour Department of the State Govt. with effect from 19-2-82. In each district one Labour-cum-Conciliation Officer has been posted. Since 25-10-82 one Labour Inspector Grade I has also been posted in each district specifically for the implementation of minimum wages in agricultural sector. Besides, all the field Kanungos and Patwaris of Revenue department, the Block Development and Panchayat Officers, the Inspectors and Sub-Inspectors of Cooperative Societies and the District Welfare Officers of the Department of Welfare of Scheduled Castes and Backward Classes have also been appointed as Inspectors under the Minimum Wages Act in respect of agricultural workers. The Labour Department published about 17,500 posters regarding payment of minimum wages in Punjabi, Urdu and Hindi for circulation among agricultural workers. These posters were displayed on conspicuous places such as Patwar-khanas, Harijan & Panchayat Ghars, Dharmasalas, etc. in the rural areas of the State.

#### Rajasthan :

All Regional Joint/Deputy/Assistant Labour Commissioners/Block Development Officers have been appointed as 'Authorities' and all Labour Inspectors/Extension Officers have been designated as 'Inspectors' under the provisions of the Minimum Wages Act. No committee has been formed in the State for enforcement of the Act. Twentyseven Organisers have been appointed in 27 Blocks to educate agricultural labourers about the provisions of the Act.



### Tamil Nadu

The State Government have notified the Revenue Inspectors, Deputy Tahsildars, Taluk Tahsildars, Revenue Divisional Officers, District Revenue Officers and District Collectors as Inspectors for enforcement of minimum rates of wages. The Taluk Tahsildars of the Revenue Department have been notified to act as 'Authorities' within their respective jurisdictions to hear and decide all claims of the Minimum Wages Act in respect of agricultural workers. The State Govt. have also issued a notification authorising the Revenue Divisional Officers to sanction prosecutions against landlords for non-payment or under-payment of minimum wages to agricultural workers. To assist the authorities in the implementation of agrarian laws including the Minimum Wages Act, People's Committee consisting of officials and non-officials, which resemble tripartite committees, have been constituted. The Commissioner for Land Reforms, who is administering the Minimum Wages Act so far as agriculture is concerned, has already instructed the Collectors to utilise the services of the inspection staff to ensure that the People's Committees meet and function usefully by furnishing information regarding wage levels and employment in the village and that there is effective follow-up action to watch the level of wages and ensure payment of minimum wages in the district. The Government sanctioned 323 additional posts of Revenue Inspectors for 323 new Revenue *firkas* as part of the scheme. The intention is to make the ins-

pection service more effective by reducing the jurisdictions that the Revenue Inspectors have to cover. The Collectors have been requested to give publicity (a) by way of beating tom-tom in villages, (b) by exhibiting a statement indicating the revised wages in conspicuous places in the village, viz., village *chavadi*, village panchayat office, *Firka* office, Collector's Office and offices of the Agriculture Department and (c) by giving a copy of the list of rates of wages to Gram Sevaks and Gram Sevikas for effective communication to villagers. Some Collectors have fixed targets for various officers of the Revenue Department/District Welfare Officers/BDOs to visit the villages and educate the villagers on the provisions of the Minimum Wages Act. The Director of Information and Public Relations has been requested to give publicity in Tamil about the rates of wages of agricultural labourers. All India Radio and Television, Madras Station, have been requested to give publicity through periodical broadcasts/telecasts to minimum rate of wages for agricultural labourers and the penal provisions against under-payment or non-payment of these rates.

### Uttar Pradesh :

Besides the Labour Inspectors of the Labour Department the Additional Tahsildars, Naib Tahsildars, BDOs and ADOs (Agriculture/Cooperative/Panchayat) have been given powers of Inspectors under the Act.

## ANNEXURE XI

### Traditional rights, concessions and privileges of tribals in forests

A. As given in the 'Report on the Committee on Forest and Tribals in India'.

#### Bihar :

- (a) Collection of small timber and dead fallen wood free of cost from the forest for domestic consumption and sale in the market.
- (b) Collection of minor forest produce like Sal seed, Mahua, Kusum, Karanj, Harida, Bahera, Palas, Amla, etc.
- (c) Tassar rearing and cultivation on a nominal charge.

#### Gujarat :

- (a) Collection of firewood from the forest.
- (b) Supply of small timber, firewood and bamboo from the depots established in the territory of forest.

#### Madhya Pradesh :

- (a) Nistar concessions and facilities to tribals covering most of their basic needs like, supply of small size timber and bamboo required for house construction through Nistar depots at concessional rates, etc.
- (b) To remove fire wood by headloads, fruits, leaves, barks, roots, thatching grass, medicinal herbs, fencing materials free of charge and collection/removal of dry and dead firewood by carts at concessional rates.
- (c) Grazing of cows, bullocks, buffaloes free of charge.

#### Uttar Pradesh :

- (a) Grant of 10 c.f.t. of marketable timber like pine, kail, sisoo or 30 c.f.t. of non-marketable timber per family living in the hill areas. For every fifth house one oak tree is given every year free. Silviculturally, available trees of miscellaneous species can be removed without paying any price. Dry trees and stumps can be removed for bonafide use.

Free grazing is allowed in the forest situated within a radius of 8 kilometers, for specified number of cattle, beyond which concessional grazing fee is charged. Medicinal herbs, Bhabbar grass, edible fruits, limestone and other minor forest produce can be collected free from the forest for their bonafide use. In the Tarai area the Tharus are permitted to graze any number of their cattle free of charge.

#### 5. West Bengal :

- (a) Collect brushwood/Jhanti for domestic use, one headload per individual and one cartload per group.
- (b) gather leaves, flowers, fruits and seeds for trees like Mahua, Peasal, Kendu, Sal, etc.,
- (c) have one pole per tribal household per annum for being used as plough and three poles per tribal household for house construction every five years, and
- (d) assign any tree in the forest as 'Jahar Than' for the purpose of offering prayers and worship by tribals.

#### B. Additional information as available in the Commission.

#### 6. Karnataka :

Grazing by cattle of tribals free of charge and free supply of bamboo and timber for domestic needs and for tribal handicrafts.

#### 7. Manipur :

- (a) Liberal access to forest for meeting consumption needs and payment of royalty by villagers for m.f.p. required for commercial purposes.
- (b) Permission to a forest villager to practice *Jhum* in the reserved forest area.
- (c) A hill villager has the right to cut wood within an area of 1/4 mile radius around the village.

## ANNEXURE XII

### Statement showing work done in different States/UTs for the development of the Scheduled Castes and Scheduled Tribes in regard to small scale industries

#### Assam :

The State Government introduced a scheme in 1980 called Special Capital Investment Subsidy Scheme for Scheduled Caste entrepreneurs. Under this scheme a Scheduled Caste person can set up a small scale industry costing upto Rs. 1 lakh. Subsidy is provided to the extent of 50% of the project cost. During 1982-83, 21 such units were set up by Scheduled Caste persons.

#### Himachal Pradesh :

The State Government have informed that whatever is the rate of subsidy for others, in the case of the Scheduled Castes additional 10% shall be granted. As regards rate of interest on the payment of loan, SC/ST persons are charged @ 4%.

#### Kerala :

The SISI, Trichur, organised 3 to 6 months' training programmes and trained 15 SC/ST persons. Under the entrepreneurial development programme 29 SC/ST persons were assisted in the districts of Kasargode, Quilon and Ernakulam in setting up industries of detergent soaps, safety matches, paper pins, brushes, shoe polish, etc. Two Scheduled Caste persons were provided orientation in a three months' course of food and vegetable preservation.

#### Manipur :

One hundred and eightyone Scheduled Tribe persons were provided with knitting machines and 31 Scheduled Tribe persons with mini rice mills.

#### Punjab :

Scheduled Caste persons are provided subsidy for the purchase of tool kits to an extent of 33 1/3%. For the construction of workshops assistance of Rs. 3,000 is given. With regard to leather industry subsidy was provided to 669 Scheduled Caste shoemakers and 509 Scheduled Caste persons were trained in leather industry, each trainee having been paid a stipend of Rs. 100 per month.

#### Rajasthan :

Various concessions were provided to 28,167 units of SC/ST persons. Training to 976 SC/ST persons was arranged. Twentyseven SC/ST entrepreneurs were allotted plots in Industrial Areas/Estates at 50% of the normal rates. Concession to the same extent is given to SC/ST persons in application fee. With regard to normal loan, soft loan and composite term loan SC/ST persons are charged interest at a concessional rate of 2% less than the general category. The loans which are meant exclusively for the Scheduled Castes and Scheduled Tribes are @8.25% for loans upto Rs. 25,000 and @9% for loans above Rs. 25,000 and upto Rs. 1 lakh.

#### Chandigarh :

The UT Administration have reserved 12.5% of the industrial sheds for the Scheduled Castes and Scheduled Tribes and during 1982-83 seven such sheds were allotted to them. They are required to pay only 5% earnest money of the cost of the shed alongwith the application instead of 10% for others. Whereas others pay 15% premium of shed on allotment, SC/ST persons are charged only 5%. The general category of persons have to repay the loan in 10 years whereas SC/ST persons can repay it in 15 years with 2 years' moratorium. The cost of the industrial shed is also reduced by 15% in respect of the sheds allotted to the reserved category. The Chandigarh Industrial and General Development Corporation Limited has set up a footwear training-cum-production centre to enable the Scheduled Castes to start their own industry after completion of the training. During 1982-83, 10 such persons were trained and each of them was paid a stipend of Rs. 100 per month.

#### Delhi :

Loans upto Rs. 10,000 are provided to SC/ST persons with interest @4%. For the purchase of equipments subsidy upto 75% (upto Rs. 5,000) can be provided. During 1982-83, 728 Scheduled Caste persons were rendered assistance. In collaboration with the Khadi and Village Industries Commission 126 leather workers belonging to the Scheduled Castes were helped.

#### Pondicherry :

The Pondicherry Industrial Promotion, Development and Investment Corporation gives the following concessions to the Scheduled Castes :

- (i) While margin stipulated is 17.5% for general categories, only 5% is prescribed for Scheduled Caste/Scheduled Tribe entrepreneurs.
- (ii) A concessional rate of interest of 11.5% is charged for the loans under this special scheme, which is 1% below the normal rate of interest charged for general categories.
- (iii) The investigation fee is also reduced to 50% of the normal rate for loans under this scheme.

This Corporation has conducted an Entrepreneurial Development Programme in collaboration with the State Bank of India exclusively for the Scheduled Castes and 21 entrepreneurs were rendered assistance. Readymade sheds have also been reserved in the Mettupalayam Industrial Estate for the reserved category. In view of the huge demand from these persons for transport loans the Corporation has reserved 30% of the budget for entrepreneurs belonging to the Scheduled Castes and Scheduled Tribes. During 1982-83 four Scheduled Caste/Scheduled Tribe entrepreneurs were assisted to set up industries for the manufacture of paper and paper products, leather and wooden products and also a saw mill. Besides this 18 Scheduled Caste persons were sanctioned transport loans. Two Scheduled Caste persons were allotted ready-built sheds also.

### ANNEXURE XIII

#### Provision of house-sites and assistance for construction of houses to landless workers in rural areas during 1982-83

S. No.	State/UT	No. of families provided house-sites		No. of families provided house construction assistance	
		Target	Achievement	Target	Achievement
1	2	3	4	5	6
1	Andhra Pradesh . . . . .	3,44,000	2,41,690 (70.25%)	2,00,000	1,16,696 (58.35%)
2	Assam . . . . .	20,000	9,747 (48.73%)	6,000	NA
3	Bihar . . . . .	70,000	3,566 (5.09%)	8,000	NA
4	Gujarat . . . . .	40,000	1,21,005 (302.51%)	40,000	41,588 (103.97%)
5	Haryana . . . . .	20,000	20,049 (100.25%)	3,050	2,905 (95.25%)
6	Himachal Pradesh . . . . .	40	40 (100%)	NA	NA
7	Jammu & Kashmir . . . . .	1,250	622 (49.76%)	700	129 (18.43%)
8	Karnataka . . . . .	1,49,440	1,30,882 (87.58%)	1,02,000	48,129 (47.19%)
9	Kerala . . . . .	10,000	9,894 (98.94%)	2,500	1,192 (47.68%)
10	Madhya Pradesh] . . . . .	15,400	37,854 (245.81%)	32,000	22,978 (71.80%)
11	Maharashtra . . . . .	70,600	31,200 (44.19%)	69,000	51,753 (75%)
12	Orissa . . . . .	13,300	10,940 (82.25%)	3,800	3,800 (100%)
13	Punjab . . . . .	@	@	5,400	3,475 (64.4%)
14	Rajasthan . . . . .	50,000	1,15,160 (230.32%)	30,000	11,903 (39.7%)
15	Tamil Nadu . . . . .	80,000	1,16,683 (145.85%)	40,000	40,092 (100.23%)
16	Tripura . . . . .	5,000	4,668 (93.36%)	2,668	2,602 (97.60%)
17	Uttar Pradesh . . . . .	70,000	1,15,137 (215.91%)	17,000	10,845 (63.80%)
18	West Bengal . . . . .	15,000	3,886 (25.90%)	15,000	16,115 (107.40%)
19	A. & N. Islands . . . . .	1,700	705 (41.47%)	74	55 (74.32%)
20	D. & N. Haveli . . . . .	20	45 (225.00%)	NA	NA
21	Delhi . . . . .	2,000	2,406 (120.30%)	600	NA
22	Goa, Daman & Diu . . . . .	3,000	1,272 (42.4%)	100	175 (175%)
23	Pondicherry . . . . .	2,500	2,015 (80.6%)	1,130	1,732 (153.27%)
Total . . . . .		9,83,250	9,79,466	5,79,020	3,76,164

@In Punjab the house-site target was completed by 1981-82.

# ANNEXURE XIV

## Allotment of houses under Economically Weaker Sections Scheme during 1982-83

Sl. No.	State/UT	Sixth Plan target	1982-83		
			Target	Achievement	Percentage
1	2	3	4	5	6
<i>States</i>					
1	Andhra Pradesh	54,000	9,100	14,826	162.90
2	Assam	19,333	3,232	1,619	47.40
3	Bihar	68,133	11,355	7,831	68.97
4	Gujarat	1,05,267	17,546	6,974	39.70
5	Haryana	41,767	2,221	2,233	100.00
6	Himachal Pradesh	21,700	3,616	558	15.43
7	Jammu & Kashmir	—	140	110	78.57
8	Karnataka	96,867	12,876	12,174	94.54
9	Kerala	69,867	11,555	12,174	94.54
10	Madhya Pradesh	56,267	3,500	4,355	124.40
11	Maharashtra	1,74,000	36,533	16,130	44.20
12	Manipur	8,133	1,365	—	—
13	Meghalaya	5,800	966	88	9.09
14	Nagaland	22,233	No scheme in operation		
15	Orissa	25,133	21,694	16,110	74.30
16	Punjab	87,646	14,611	—	—
17	Rajasthan	38,867	7,099	12,216	172.08
18	Sikkim	5,833	50	—	—
19	Tamil Nadu	1,57,400	15,200	17,067	112.28
20	Tripura	14,500	69	31	44.90
21	Uttar Pradesh	1,79,033	22,946	19,292	84.07
22	West Bengal	90,867	3,000	—	—
<i>Union Territories</i>					
1	A. & N. Islands	2,600	—	—	—
2	Arunichal Pradesh	1,40,000	—	—	—
3	*Chandigarh	—	—	—	—
4	Delhi	1,40,267	8,972	2,131	23.75
5	D. & N. Haveli	—	No scheme in operation		
6	Goa, Daman & Diu	14,500	—	—	—
7	Lakshadweep	2,033	—	—	—
8	Mizoram	—	—	—	—
9	Pondicherry	10,867	—	—	—
Total		16,52,379	2,07,646	1,46,385	70.49

## CHAPTER V

### EDUCATIONAL DEVELOPMENT

Educational development of the Scheduled Castes and Scheduled Tribes is a pre-requisite for their socio-economic development to which the nation is committed under the Constitution. This Chapter reviews the progress made so far under various programmes drawn up by the Government of India and State Governments for advancement of education amongst these communities.

#### Literacy Rates :

5.2 According to the 1981 Census, the literacy rate in the country is 36.17 and that for males and females 46.74 and 24.88 respectively. As compared to this the literacy rate for the Scheduled Castes is only 21.38 for all persons, and for males and females, it is 31.12 and 10.93 respectively. The literacy percentage among Scheduled Tribes in India works out to 16.35% (all persons). It is 24.52 and 8.02 for Scheduled Tribe males and females respectively.

#### (a) Scheduled Castes :

##### (i) States/UTs having higher than All India Literacy Rates :

It is a matter of satisfaction that in Kerala (55.96) and Gujarat (39.79) the Scheduled Castes have higher literacy rate than the all India rate i.e. 36.17. Further the Scheduled Caste males of Kerala (62.33), Gujarat (53.14) and Maharashtra (48.85) have higher literacy rate than the all India literacy rate for males. Among females, the Scheduled Castes of Kerala (49.73), Gujarat (25.61) and Manipur (24.95) have a higher literacy rate than all India female rate of 24.88. In the Union Territories (having Scheduled Castes population) excepting Pondicherry (32.36) the rate of literacy for Scheduled Castes (all persons) is higher than the all India rate.

##### (ii) Comparative State-wise position :

An examination of the literacy rate figures would indicate that the spread of education amongst the Scheduled Castes of different States has not been uniform. On the one hand, States like Kerala (55.96), Gujarat (39.79), Maharashtra (35.55), Tripura (33.89), Manipur (33.63), Himachal Pradesh (31.50), Tamil Nadu (29.67), Sikkim (28.06), Meghalaya (25.76), West Bengal (24.37), Punjab (23.86), Jammu & Kashmir (22.44) and Orissa (22.41) have higher literacy rate than the all India Scheduled Castes literacy rate of 21.38. So is the case with the seven Union Territories which have Scheduled

Castes population. Against this, on the other hand, States like Bihar (10.40), Rajasthan (14.04), Uttar Pradesh (14.95), Andhra Pradesh (17.65), Madhya Pradesh (18.97), Haryana (20.15) and Karnataka (20.59) lag behind in the matter of education and these States account for 59.96 percent of the Scheduled Castes population of the country.

#### (b) Scheduled Tribes :

##### (i) States having higher literacy rate than All India Literacy Rate :

As in the case of Scheduled Castes, the Scheduled Tribes of some States and Union Territories have higher literacy rate than the all India rate. These States/Union Territories are Nagaland (40.32), Manipur (39.74), Mizoram (59.63) and Lakshadweep (53.13). Further the males of the above States/ Union Territories have a higher literacy rate than the same for the all India males. These rates are 48.88 (Manipur), 47.32 (Nagaland), 64.12 (Lakshadweep) and 63.34 (Mizoram). Among females the Scheduled Tribes of Nagaland (32.99), Manipur (30.35), Meghalaya (28.91), Kerala (26.02), Mizoram (55.12), and Lakshadweep (42.92) are ahead of the all India females in this respect.

##### (ii) Comparative State-wise position :

There are a number of States where the Scheduled Tribe literacy rate is higher than all India Scheduled Tribe literacy rate (16.35). These States are Nagaland (40.32), Manipur (39.74), Sikkim (33.13), Kerala (31.79), Meghalaya (31.55), Himachal Pradesh (25.93), Tripura (23.07), Maharashtra (22.29), Gujarat (21.14), Tamil Nadu (20.46), Uttar Pradesh (20.45), Karnataka (20.14) and Bihar (16.99). In all the Union Territories except Arunachal Pradesh, the Scheduled Tribe literacy rate is higher than the All India Scheduled Tribe literacy rate. The position in this regard is not satisfactory in the States of Andhra Pradesh (7.82), Madhya Pradesh (10.68), Orissa (13.96), Rajasthan (10.27), West Bengal (13.21) and the Union Territory of Arunachal Pradesh (14.04), which account for 55.73% of the total Scheduled Tribe population in the country.

#### Decadal increase in the Literacy Rate :

5.3 During the decade 1971-81, growth in the All India literacy rate for all persons rose by 22.82% from 29.45 to 36.17. The rate of growth



was 18.48% and 33.12% for all India males and females respectively. The Commission are satisfied to note that the corresponding rate of growth for Scheduled Castes (all persons), males and females has been appreciably higher and is 45.74%, 39.18% and 69.72% respectively. The rate of growth for the Scheduled Tribes (all persons) is 44.69%. The rate of growth is 39.08% and 65.77% for Scheduled Tribe males and females respectively. These growth rates are also higher than the All India growth rate but are only a shade lower than the rates of growth of literacy among Scheduled Castes. The growth rate amongst the scheduled caste and scheduled tribe females is particularly encouraging considering the poor level of literacy amongst them.

#### Enrolment by Stages/Classes :

5.4 The Department of Education of the Ministry of Education and Culture has a Planning, Monitoring and Statistics Division which periodically publishes selected educational statistics in respect of general as well as Scheduled Castes and Scheduled Tribes population. This Division had also been publishing an 'Annual Report' on the Educational Development of Scheduled Castes & Scheduled Tribes which contains very useful statistical information. The Commission while appreciating such a report feel that timely publication would be more meaningful. In the selected educational statistics for 1981-82, the Division has worked out enrolment ratio for classes I—V and VI—VIII by projecting population in the age group of 6-11 and 11-14 years respectively. The Commission have some reservation in this regard in the sense that the enrolment in these classes may not be restricted to these age groups only, especially in case of Scheduled Castes and Scheduled Tribes. They have, therefore, arrived at enrolment proportions of Scheduled Castes and Scheduled Tribes and the general population as a percentage of the enrolment to the total male and female population of the concerned groups and then worked out the co-efficient of equality of Scheduled Castes and Scheduled Tribes on the basis of the formula adopted by the National Committee on the Development of Backward Areas, the details of which have been furnished at Annexures I and II.

#### Coefficiency of Equality :

5.5 If equality of educational opportunity were to be provided to Scheduled Castes/Scheduled Tribes, it is clear that the proportion of their enrolment in any given category of educational institutions to their total population would be the same as that of the enrolment of other communities in the same category of educational institutions to the total population of other communities. In other words, the coefficient of equality as defined above, should be 100. In practice, however, this coefficient will either be more than 100 or less than 100. If it is more than 100, we may infer that, in this particular type of education, the Scheduled Castes/ Scheduled Tribes are ahead

of other communities. On the other hand, where it is less than 100, it can be inferred that Scheduled Castes/Scheduled Tribes are lagging behind other communities. For the sake of clarity and inter-State comparison the information in Annexures I and II is arranged in the Tables I-VIII with, Co-efficient of equality of States/UTs arranged in the descending orders. As regards States/UTs not indicated in Tables I to VIII the Co-efficient of equality could not be arrived at either due to lack of 1981 Census data or incomplete enrolment figures and absence of SC/ST population.

TABLE I  
Male—Scheduled Castes  
Classes I-V

Sl. No.	Name of State/UT	Co-efficient of equality
1	2	3
1	Meghalaya . . . . .	252.71
2	Dadra & Nagar Haveli . . . . .	248.68
3	Manipur . . . . .	217.40
4	Maharashtra . . . . .	216.84
5	Delhi . . . . .	156.21
6	Andhra Pradesh . . . . .	138.30
7	Gujarat . . . . .	134.97
8	Tripura . . . . .	131.41
9	Tamil Nadu . . . . .	124.05
10	Punjab . . . . .	121.77
11	Kerala . . . . .	116.41
12	Goa, Daman & Diu . . . . .	114.32
13	Madhya Pradesh . . . . .	113.89
14	Sikkim . . . . .	113.39
15	Orissa . . . . .	107.66
16	Uttar Pradesh . . . . .	106.17
17	Jammu & Kashmir . . . . .	105.52
18	Pondicherry . . . . .	97.03
19	Himachal Pradesh . . . . .	93.38
20	Rajasthan . . . . .	88.75
21	Haryana . . . . .	84.36
22	Bihar . . . . .	83.48
23	Karnataka . . . . .	74.36
24	West Bengal . . . . .	70.84
25	Arunachal Pradesh . . . . .	36.35
	All India . . . . .	106.05

As would be seen from the Table above, there are 17 States/UTs (which account for 64.52% of the total Scheduled Castes male population of the country) where the coefficient of equality is more than 100.

TABLE II  
Female—Scheduled Castes  
Classes I-V

Sl. No.	Name of State/UT	Co-efficient of equality
1	2	3
1	Manipur . . . . .	198.23
2	Meghalaya . . . . .	190.75
3	Maharashtra . . . . .	179.88
4	Dadra & Nagar Haveli . . . . .	175.55
5	Andhra Pradesh . . . . .	133.94
6	Delhi . . . . .	127.67
7	Kerala . . . . .	118.00
8	Gujarat . . . . .	116.28
9	Tripura . . . . .	114.17
10	Tamil Nadu . . . . .	109.23
11	Punjab . . . . .	106.18
12	Goa, Daman & Diu . . . . .	105.83
13	Sikkim . . . . .	105.38
14	Pondicherry . . . . .	96.39
15	Jammu & Kashmir . . . . .	94.11
16	Himachal Pradesh . . . . .	81.83
17	Orissa . . . . .	76.66
18	Madhya Pradesh . . . . .	69.27
19	Uttar Pradesh . . . . .	68.24
20	Haryana . . . . .	65.50
21	Karnataka . . . . .	59.46
22	West Bengal . . . . .	51.47
23	Bihar . . . . .	50.63
24	Rajasthan . . . . .	42.18
25	Arunachal Pradesh . . . . .	37.55
	All India . . . . .	83.30

It would be seen from the table II that the enrolment of Scheduled Caste girls in classes I-V is poor in West Bengal, Rajasthan, Bihar and the Union Territory of Arunachal Pradesh. Special efforts are called for in these States for improving the enrolment of Scheduled Caste girls. It may be pointed out that the States/UTs Administrations with less than 100 Co-efficient of equality for Scheduled Caste females in these classes account for 68.84 per cent of the total female Scheduled Castes population in the country.

TABLE III  
Male—Scheduled Castes  
Classes VI-VIII

Sl. No.	Name of the State/UT	Co-efficient of equality
1	2	3
1	Meghalaya . . . . .	417.79
2	Dadra & Nagar Haveli . . . . .	209.05
3	Maharashtra . . . . .	165.74
4	Manipur . . . . .	144.75
5	Gujarat . . . . .	114.85
6	Kerala . . . . .	111.16
7	Jammu & Kashmir . . . . .	102.62
8	Goa, Daman & Diu . . . . .	93.56
9	Tamil Nadu . . . . .	93.21
10	Andhra Pradesh . . . . .	85.95
11	Delhi . . . . .	84.33
12	Punjab . . . . .	80.08
13	Karnataka . . . . .	74.47
14	Sikkim . . . . .	72.62
15	Pondicherry . . . . .	68.50
16	Uttar Pradesh . . . . .	67.23
17	Tripura . . . . .	65.71
18	Rajasthan . . . . .	63.74
19	Orissa . . . . .	62.53
20	Haryana . . . . .	62.03
21	Madhya Pradesh . . . . .	61.99
22	Himachal Pradesh . . . . .	58.08
23	Arunachal Pradesh . . . . .	54.30
24	Bihar . . . . .	52.98
25	West Bengal . . . . .	51.27
	All India . . . . .	75.35

It may be seen from the table III that there are only 7 States/UTs which have more than 100 Co-efficient of equality. These States/UT Administrations account for only 9.38 per cent of the total Scheduled Caste population of the country. The States/UT Administrations with Co-efficient of equality less than 60 are Himachal Pradesh, Arunachal Pradesh, Bihar and West Bengal.

TABLE IV  
Female—Scheduled Castes  
Classes VI-VIII

Sl. No.	Name of State/UT	Co-efficient of equality
1	2	3
1	Meghalaya	220.80
2	Manipur	128.33
3	Maharashtra	122.33
4	Kerala	113.90
5	Gujarat	113.10
6	Dadra & Nagar Haveli	112.17
7	Andhra Pradesh	77.78
8	Sikkim	74.76
9	Tamil Nadu	71.60
10	Jammu & Kashmir	66.99
11	Goa, Daman & Diu	65.88
12	Karnataka	59.49
13	Delhi	56.62
14	Pondicherry	55.58
15	Punjab	54.41
16	Himachal Pradesh	50.37
17	Tripura	48.28
18	Orissa	35.94
19	Madhya Pradesh	35.44
20	West Bengal	34.60
21	Haryana	33.73
22	Bihar	29.79
23	Uttar Pradesh	27.81
24	Arunachal Pradesh	25.55
25	Rajasthan	16.67
	All India	53.09

It may be seen from the table IV, that in only 6 States/UTs the Co-efficient of equality is more than 100. They account for a bare 9.22 per cent of the total Scheduled Caste female population in the country. The number of States with less than 60 Co-efficient of equality is also much more as compared to Scheduled Castes males (table III). States with poor performance in this regard are Tripura, Orissa, Madhya Pradesh, West Bengal, Haryana, Bihar, Uttar Pradesh, Rajasthan and Union Territory of Arunachal Pradesh.

TABLE V  
Male—Scheduled Tribes  
Classes I-V

Sl. No.	Name of State/UT	Co-efficient of equality
1	2	3
1	Mizoram	3815.22
2	Nagaland	1314.01
3	Lakshadweep	677.63
4	Dadra & Nagar Haveli	177.08
5	Arunachal Pradesh	152.40
6	Manipur	146.83
7	Meghalaya	141.77
8	Uttar Pradesh	140.53
9	Goa, Daman & Diu	132.56
10	Sikkim	112.77
11	Tripura	108.35
12	Bihar	107.28
13	Andhra Pradesh	104.22
14	Orissa	103.95
15	Gujarat	103.07
16	Andaman & Nicobar Islands	96.36
17	Kerala	90.72
18	Madhya Pradesh	87.24
19	Rajasthan	84.77
20	Himachal Pradesh	82.06
21	Maharashtra	81.13
22	West Bengal	64.58
23	Tamil Nadu	56.45
24	Karnataka	38.09
	All India	94.65

From the table V it may be seen that there are 15 States/UTs with more than 100 Co-efficient of equality. However, they account for 45.96 per cent of the total Scheduled Tribes male population in the country. Special efforts are required to improve the enrolment of Scheduled Tribe boys in the State of Karnataka where the Co-efficient of equality is only 38.09.

TABLE VI  
Female—Scheduled Tribes  
Classes I-V

Sl. No.	Name of State/UT	Co-efficient of equality
1	2	3
1	Mizoram . . . . .	950.00
2	Nagaland . . . . .	693.31
3	Manipur . . . . .	145.25
4	Uttar Pradesh . . . . .	119.50
5	Goa, Daman & Diu . . . . .	103.74
6	Dadra & Nagar Haveli . . . . .	100.93
7	Sikkim . . . . .	100.55
8	Bihar . . . . .	100.16
9	Lakshadweep . . . . .	99.23
10	Meghalaya . . . . .	97.49
11	Kerala . . . . .	86.96
12	Gujarat . . . . .	85.21
13	Andhra Pradesh . . . . .	78.67
14	Arunachal Pradesh . . . . .	76.78
15	Tripura . . . . .	72.26
16	Andaman & Nicobar Islands . . . . .	69.02
17	Orissa . . . . .	59.47
18	Maharashtra . . . . .	55.79
19	Himachal Pradesh . . . . .	51.16
20	Madhya Pradesh . . . . .	50.14
21	West Bengal . . . . .	47.98
22	Tamil Nadu . . . . .	46.47
23	Rajasthan . . . . .	31.99
24	Karnataka . . . . .	18.21
	All India . . . . .	64.74

The table VI shows that only 8 States/UTs. have the distinction of more than 100 Co-efficient of equality. However, they account for only 14.96 per cent of the total female Scheduled Tribes population in the country. Special efforts are desired for enrolment of Scheduled Tribe females in classes I-V in the States of West Bengal, Madhya Pradesh, Tamil Nadu, Rajasthan and Karnataka.

TABLE VII  
Male—Scheduled Tribes  
Classes VI-VIII

Sl. No.	Name of State/UT	Co-efficient of equality
1	2	3
1	Mizoram . . . . .	1789.45
2	Nagaland . . . . .	365.94
3	Meghalaya . . . . .	171.86
4	Arunachal Pradesh . . . . .	155.63
5	Manipur . . . . .	145.00
6	Tamil Nadu . . . . .	118.35
7	Sikkim . . . . .	105.85
8	Uttar Pradesh . . . . .	91.75
9	Andaman & Nicobar Islands . . . . .	87.11
10	Bihar . . . . .	68.97
11	Himachal Pradesh . . . . .	59.01
12	Kerala . . . . .	56.25
13	Rajasthan . . . . .	54.98
14	Gujarat . . . . .	52.33
15	Dadra & Nagar Haveli . . . . .	51.67
16	Andhra Pradesh . . . . .	51.24
17	Orissa . . . . .	48.55
18	Tripura . . . . .	48.01
19	West Bengal . . . . .	44.51
20	Karnataka . . . . .	38.03
21	Maharashtra . . . . .	37.26
22	Goa, Daman & Diu . . . . .	34.11
23	Madhya Pradesh . . . . .	31.44
	All India . . . . .	49.53

It may be seen from the table VII that seven States/UTs. have more than 100 Co-efficient of equality. They account for only 6.99 per cent of the total Scheduled Tribes male population in the country. The position of enrolment of Scheduled Tribe boys in classes VI-VIII is poor in the States of Karnataka, Madhya Pradesh, Maharashtra, Orissa, Tripura, West Bengal and Union Territory of Goa, Daman & Diu.

**Table VIII**  
**Female—Scheduled Tribes**  
**Classes VI-VIII**

Sl. No.	Name of State/UT	Co-efficient of equality
1	2	3
1	Mizoram . . . . .	544.74
2	Nagaland . . . . .	180.63
3	Sikkim . . . . .	111.17
4	Manipur . . . . .	98.67
5	Uttar Pradesh . . . . .	92.51
6	Meghalaya . . . . .	86.24
7	Bihar . . . . .	81.91
8	Kerala . . . . .	51.67
9	Andaman & Nicobar Islands . . . . .	48.35
10	Arunachal Pradesh . . . . .	45.00
11	Andhra Pradesh . . . . .	36.30
12	Himachal Pradesh . . . . .	36.05
13	Gujarat . . . . .	35.86
14	Lakshadweep . . . . .	31.36
15	Tamil Nadu . . . . .	28.11
16	Tripura . . . . .	26.53
17	Orissa . . . . .	26.27
18	Maharashtra . . . . .	22.33
19	West Bengal . . . . .	21.52
20	Karnataka . . . . .	18.14
21	Madhya Pradesh . . . . .	16.88
22	Goa, Daman & Diu . . . . .	15.80
23	Dadra & Nagar Haveli . . . . .	15.04
24	Rajasthan . . . . .	11.36
	All India . . . . .	32.51

The table VIII shows that the number of States/UTs. with more than 100 Co-efficient of equality is only 3. These account for only 2.28 per cent of the total Scheduled Tribe female population in India. The position of enrolment of girls is poor in the States/UTs. at Serial No. 9 to 24 of the above Table. Special efforts are required for improving the situation.

5.6 From the above description, it is clear that the overall position of enrolment of Scheduled Castes and Scheduled Tribes, in spite of various schemes of incentives, is far from satisfactory and concerted efforts are required to remedy the situation. There is lack of infrastructure like schools and properly trained teachers. While new schools are being opened, maintenance and repair of old school buildings and their improvement is not being attended to for want of adequate Non-Plan budget provisions by the State Governments. Still there are large number of

schools with a single teacher and even schools which are reported to have two teachers, are found with only one in position. Instances are not wanting where schools in the interior areas are found closed for one reason or the other. The Government of India and the State Governments will have to take special measures to attract scheduled caste and scheduled tribe boys and girls to schools, provide proper atmosphere for regular attendance if the country's efforts for universalisation of education are to succeed.

In addition to the improvement of infrastructure for the spread of education in the country, there is need for special incentives and facilities to enable scheduled caste and scheduled tribe boys and girls to avail of educational facilities for their betterment.

5.7 The Scheduled Caste and Scheduled Tribe students come from a background where atmosphere at home is not conducive to pursue studies. The parents of these students are also not eager to send their wards to schools primarily because of economic considerations. In view of the circumstances at home, provision of hostel facilities for them plays a very significant role in the matter of education. Some studies conducted in the past have also revealed that performance of scheduled caste/scheduled tribe hostellers was much better as compared to those who lacked such a facility. The factors which contribute positively to the hostellers' better performance are provision of special coaching facilities in the hostel, conducive atmosphere, free boarding and lodging, free supply of reading and stationery materials, uniforms, etc.

The hostels not only provide incentives to the students of these communities but also serve as an effective tool to check the incidence of drop-outs. They also provide an opportunity to those students who suffer on account of non-availability of educational institutions in the vicinity of their habitation specially in tribal areas.

Considering the inadequacy of hostel facilities available to the scheduled castes and scheduled tribes, the Commission are of the opinion that the programme of construction/expansion of hostels should receive high priority in the educational programmes of the States/UTs.

The Government of Orissa have decided to provide at least one hostel in each Gram Panchayat in the Tribal Sub-Plan area by the end of the Sixth Plan period and such hostels are to be constructed at a low cost. The other Tribal Sub-Plan States/UTs. should follow suit. In non-Tribal Sub-Plan areas also adequate number of hostels should be set up for scheduled caste and scheduled tribe students.

The other factor which is closely associated with the utility of hostels is the choice of its location. It is desirable that the location of hostel should be at such a place where it can cater to the maximum number of students belonging to these communities.

Almost all the State Governments have formulated schemes for providing incentives to Scheduled Castes and Scheduled Tribes for going to school and for regular attendance. These will be discussed under the State Sector schemes of educational development in the later part of this Chapter.

### Central and Centrally Sponsored Schemes

#### (i) Post-Matric Scholarships :

5.8 The Centrally Sponsored Scheme of Post-Matric Scholarships has been the major scheme undertaken for the educational advancement of Scheduled Castes and Scheduled Tribes. This scheme has contributed considerably in improving their educational levels and employment prospects especially in public services. There has been a phenomenal growth in the number of scholarships awarded over the years. The number of awards has risen to 6 lakhs (Scheduled Castes) and 1.38 lakhs (Scheduled Tribes) during 1982-83. Information regarding scholarships awarded during 1979-80 to 1981-82 and anticipated number of awards during 1982-83 is given below :

	1979-80	1980-81	1981-82 (Provi- sional)	1982-83 (Antici- pated)
Number of Scholarships to SCs & STs	4,90,280	5,64,935	6,55,487	7,38,536

As regards Scheduled Castes, comparatively more scholarships were awarded in the States of Uttar Pradesh (1,70,725), Andhra Pradesh (85,007), Maharashtra (83,801), West Bengal (39,500), Tamil Nadu (38,780), Gujarat (32,830) and Karnataka (30,001) in 1982-83. In regard to Scheduled Tribes, during the same period, more scholarships were awarded in Bihar (20,500), Gujarat (17,070), Maharashtra (15,421), Assam (11,161), Rajasthan (7,389) and Orissa (6,805).

5.9 The Government of India had made an upward revision in the rates of Scholarships for various courses with effect from 1st July, 1981. Income-ceiling for eligibility for award of scholarships was also raised from the same date. Now full maintenance allowance and full fees are admissible in case of Scheduled Caste/Scheduled Tribe students whose parents'/guardians' income from all sources does not exceed Rs. 750 p.m. In case of students whose parents'/guardians' income from all sources exceeds Rs. 750 p.m. but does not exceed Rs. 1,000 p.m. full maintenance allowance and full fees are admissible for courses in Group 'A' i.e. Medical/Engineering, B.Sc. (Agri.)/B.V.Sc. and higher technical and professional studies like degree and Post-graduate courses in Agriculture and Veterinary Science. Half maintenance allowance and full fees are admissible for students in Groups 'B', 'C', 'D' and 'E'.

5.10 Information regarding the number of awards sanctioned to Scheduled Caste/Scheduled Tribe students category-wise and course-wise was sought from the State Governments, but the same has not been received so far. The Ministry of Home Affairs have not been able to compile such information for want of reports from State Governments. Figures regarding award of scholarships for 1981-82 as given above are provisional and for 1982-83 are anticipated. The Ministry of Home Affairs may impress upon the State Governments/Union Territory Administrations the desirability of timely collection and reporting of category-wise and course-wise data on awards of Post-matric scholarships.

5.11 The cost of living index has increased sharply during the last two years eroding the purchasing power of rupee. An upward revision in the rates of scholarships and income limits is, therefore, urgently called for. Some State Governments have provided additional scholarships to their Post-matric scholars. Detailed upto date information in this connection is however not available.

5.12 From time to time the Ministry of Home Affairs have stressed the need for timely disbursement of Post-matric scholarships. A detailed letter was also addressed by them to all the State Governments/Union Territory Administrations on 3-4-82 in this regard. It is hoped that the State Governments would take necessary steps to reduce delays in the award of scholarships.

5.13 Before the revision of scholarships in 1981, meritorious students getting 60% marks or above were entitled to receive 1½ times the ordinary rates of scholarships under the old rules. With the enhancement of rates of scholarships they were given the option either to get the scholarships at the new ordinary rates or the old rates, whichever were more beneficial to them. It is suggested that the scheme of awarding merit scholarship should be reintroduced in addition to the enhanced rates of general scholarships as an added incentive for better performance.

5.14 It is understood that the Government of India had entrusted the task of evaluation of the working of this scheme to the National Institute of Educational Planning and Administration with financial assistance from the Centrally Sponsored Scheme of 'Research and Training' during 1982-83. The National Institute of Educational Planning and Administration is reported to have submitted its first report in September 1983, focussing attention on the causes of delay in the awards and disbursement of scholarships as well as bottlenecks in the smooth functioning. The report has further suggested remedial measures to overcome the difficulties. The said Institute have worked out the rates of revision on scholarships linked with price index. Presently, the report is under the consideration of the Government of India in the Ministry of Home Affairs.



(ii) Pre-matric Scholarships for the children of those engaged in 'so-called' unclean occupations :

5.15 The scheme was introduced to provide good quality of education to the children of those engaged in unclean occupations viz., scavenging of dry latrines, tanning and flaying by keeping the children away from the dirty and unhygienic surroundings in which their parents live. Under the scheme, children studying in classes VI to X are awarded scholarships at the rate of Rs. 145-00 each to cover boarding, lodging, tuition and other fees.

An outlay of Rs. 8.00 crores was provided for this scheme in the Sixth Five Year Plan. Available information regarding progress of release of funds to the State Governments during 1980-83 is given below :

Year	(Rs. in crores)	
	Allocation	Amount released
1980-81	0.31	0.14
1981-82	1.65	0.49
1982-83	1.65	0.29

During 1981-82, 7,411 beneficiaries for whom Central Assistance was released belonged to Andhra Pradesh (2,360), Assam (69), Bihar (17), Gujarat (3,000), Haryana (74), Jammu & Kashmir (40), Karnataka (17), Madhya Pradesh (80), Manipur (10), Orissa (300), Rajasthan (1,000), Tamil Nadu (98), Uttar Pradesh (335) and West Bengal (11). It is a matter of concern that the number of beneficiaries declined to 5,600 in the subsequent year (1982-83). In fact, no beneficiaries in 1982-83 were reported from the States of Andhra Pradesh, Assam, Bihar, Jammu & Kashmir, Madhya Pradesh, Manipur and Tamil Nadu. In Orissa and Haryana, the number of beneficiaries declined from 300 and 74 to 35 and 60 respectively.

It would be seen from the above that the progress of the scheme has been uneven and halting. It is suggested that a detailed evaluation of the working of the scheme be assigned to an agency of repute.

(iii) Book Banks :

5.16 The scheme meant for Scheduled Caste/Scheduled Tribe students pursuing medical/engineering courses has been modified with effect from 1982-83. Now, a set of books costing Rs. 5,000.00 is admissible for 4 students as against the monetary ceiling of Rs. 4,300.00 for 7 students provided earlier. The life of one set of books has also been fixed at three years.

As against an outlay of Rs. 3.00 crores provided by the Government of India, only a meagre amount of Rs. 0.36 crore was released in the first three years of the Sixth Plan. During 1982-83, 4,432 Scheduled Caste/Scheduled Tribe students in medical/engineering colleges benefited under

the scheme from the States/UTs of Andhra Pradesh (1,040), Bihar (640), Gujarat (228), Haryana (152), Karnataka (80), Kerala (160), Madhya Pradesh (740), Manipur (32), Orissa (80), Punjab (320), Rajasthan (140), Tripura (44), West Bengal (501), Chandigarh (253), Goa, Daman & Diu (15) and Pondicherry (87).

(iv) Girls Hostels :

5.17 An outlay of Rs. 13.00 crores was provided both for Scheduled Caste and Scheduled Tribe girls hostels in the Sixth Five Year Plan. Position regarding release of funds during the first three years of the Sixth Plan is as follows :

Year	(Rs. in lakhs)	
	Scheduled Castes	Scheduled Tribes
1980-81	220.00	44.50
1981-82	317.00	73.61
1982-83	171.00	NA

During 1982-83, Central Assistance was given to the State Governments of Andhra Pradesh, Assam, Bihar, Gujarat, Haryana, Karnataka, Orissa, Punjab, Rajasthan, Tamil Nadu, Tripura and West Bengal for construction of 9 hostels for Scheduled Caste girls.

For want of information from the State Governments, it has not been possible to indicate the expenditure incurred and the number of hostels constructed out of grant released by the Ministry of Home Affairs.

The enrolment among girls belonging to Scheduled Castes/Scheduled Tribes is extremely low in almost all the States. Provision of a chain of hostels for Scheduled Caste/Scheduled Tribe girls will go a long way towards universalisation of elementary education amongst these communities.

Role of Central Institutions

University Grants Commission :

5.18 The University Grants Commission have provided financial assistance to the Universities for creation of special cells for strengthening the implementation machinery for planning, evaluation and monitoring the programmes for Scheduled Castes and Scheduled Tribes. They have also advised that while submitting proposals for restructuring of courses, the Universities may take into consideration the identified needs of Scheduled Castes and Scheduled Tribes in the concerned regions.

The said Commission have during the year under report issued instructions for raising the reservations in admissions to various courses and seats in hostels to 15% for Scheduled Castes and 7½% for Scheduled Tribes. Ten per cent of Junior Research Fellowships, Research Associateships and Research Fellowships in engineering and technology have been reserved for award to Scheduled Castes/Scheduled Tribes.

Pondicherry, 25% seats are reserved for Scheduled Caste/Scheduled Tribe/Rural candidates. The position of reservation in the Post-graduate courses in the various Medical colleges has already been given in detail in the Second Report of the Commission in Para 6.170. The position regarding actual implementation is not available. It is, however, observed that reservation at Post-graduate stages does exist in Medical colleges at Andhra Pradesh, Karnataka, Madhya Pradesh, Rajasthan and Delhi. The Medical Education Review Committee constituted by the Government of India in September, 1981 and expressed the opinion that there should be no reservation for admissions to the various Post-graduate courses in the Medical colleges for Scheduled Caste/Scheduled Tribe candidates. The Review Committee was of the view that such of them who have passed the MBBS examination and gained full registration may be enabled to secure admissions to higher courses by providing them with special coaching/counselling facilities. In this regard it may be mentioned that the Parliamentary Committee on the Welfare of Scheduled Castes/Scheduled Tribes, 1982-83 (Seventh Lok Sabha) had in its Fortieth Report observed that if the recommendations of the Review Committee about reservations to the various Post-graduate courses is accepted by the Government, it would be detrimental to the interests of Scheduled Caste/Scheduled Tribe candidates. The Commission are of the view that the scheme of reservation for Scheduled Castes/Scheduled Tribes regarding admission to Post-graduate courses should be insisted upon and steps taken for helping Scheduled Caste/Scheduled Tribe under-graduate students to compete and secure these seats.

5.24 It may be relevant to mention here that the Ministry of Health had suggested to the State Governments in October, 1970 that special coaching may be arranged in the medical colleges for weak Scheduled Caste/Scheduled Tribe students. However, no details are available regarding the action taken for arranging special coaching by the authorities of the medical colleges in the various States. Some students have revealed that the performance of Scheduled Caste/Scheduled Tribe students admitted to various courses in medical colleges on relaxed standards was not satisfactory. In order to enable Scheduled Caste/Scheduled Tribe students admitted on relaxed standards to cope up with their courses of study, it is essential that special measures should be adopted.

5.25 Due to lack of information, the Commission are not in a position to categorically state that all the reserved seats for Scheduled Castes/Scheduled Tribes are filled in the various colleges in different States. The Commission recommend that statistical information regarding admissions against reserved seats is suitably monitored by the Ministry of Health and also published in their Annual Reports.

#### Indian Institutes of Technology :

5.26 The Government of India, Ministry of Education and Culture have vide their letter

number F.5-28/82-T.6, dated the 9th August, 1982 revised the reservations for Scheduled Caste and Scheduled Tribe students for admissions both at the under-graduate and Post-graduate level to 15% (for Scheduled Castes) and 7½% (for Scheduled Tribes). The admissions to under-graduate courses in Indian Institutes of Technology are done through a Joint Entrance Examination. As per existing regulations, the Scheduled Caste/Scheduled Tribe students are required to compete in this examination and all those who obtain 2/3rd value of marks of the last General Candidates are selected for admission against reserved seats. There are no marks for interviews. The whole system of examination is computerised. Detailed information regarding the number of candidates who registered for the Admission Examination, number of seats reserved for Scheduled Castes/Scheduled Tribes in 1982-83 is given in the Table below :

#### Under-graduate level :

Sl. No.	Name of I.I.T.	Registrations		No. of seats Reserved		No. of candidates Admitted	
		SC	ST	SC	ST	SC	ST
1	Bombay	338	70	51	18	8	—
2	Delhi	352	56	40	11	11	1
3	Kanpur	576	42	51	17	5	1
4	Kharagpur	465	42	69	24	17	2
5	Madras	600	232	42	15	4	3
Total		2331	445	254	85	45	7

The reserved seats not filled up by candidates belonging to Scheduled Castes and Scheduled Tribes are kept vacant.

#### Drop outs :

5.27 Drop outs from Indian Institutes of Technology is not confined only to Scheduled Castes and Scheduled Tribes. During the years 1979-80, 1980-81, and 1981-82, ten, eight and four Scheduled Caste/Scheduled Tribe students respectively left Indian Institutes of Technology of their own accord and six, four and five were asked to leave during this period due to poor performance.

5.28 The Ministry of Education had under consideration a proposal to enroll Scheduled Caste/Scheduled Tribe students who are eligible for admission in Indian Institutes of Technology for selective coaching after Class XII with a view to preparing them to compete in the examinations. The proposal is presently in the stage of consultations with various authorities. It is, however, important that the Government of India take up seriously the question of attracting/catching talented Scheduled Caste/Scheduled Tribe students at school level for their eventual admissions against reserved seats. The Commission would await developments in this regard.

#### Post-graduate level :

5.29 As already indicated above reservations in admissions have been revised to 15% for Scheduled Castes and 7½% for Scheduled Tribes.

The problems of admissions into Post-graduate courses are similar. There are enough seats to admit all eligible Scheduled Caste/Scheduled Tribe students to these courses.

#### **Regional Engineering Colleges :**

5.30 There are 15 Regional Engineering Colleges in the country. According to the information obtained from the Ministry of Education, it is found that in 14 Regional Engineering Colleges, 583 seats were reserved for Scheduled Castes and Scheduled Tribes during 1982-83, out of which 526 were filled from these communities. There were no admissions in the Regional Institute of Technology, Jamshedpur.

#### **Engineering Colleges in States :**

Information regarding admissions against reserved seats for Scheduled Castes and Scheduled Tribes is not available.

#### **State Sector Schemes :**

5.31 The Commission had sought information from the State Governments regarding the schemes of stipends and scholarships for pre-matric classes, ashram schools, hostels and various other schemes giving incentives for enrolment, attendance, etc. The Commission regret to point out that detailed information has not been received from most of the State Governments. Information was therefore collected from Special Component Plan and Tribal Sub-Plan documents detailing these schemes.

Some of the important schemes are reviewed in the succeeding paragraphs.

#### **Pre-matric Scholarships/Stipends :**

5.32 The scheme of stipends and scholarships for pre-matric classes is prevalent in almost all the States. However, the rates of these scholarships and the income limit for such awards vary from State to State. Information supplied by some of the State Governments is given in Annexure III. It would be seen therefrom that the minimum rates of scholarship range between Rs. 3 per month in Uttar Pradesh to Rs. 20 per month in Kerala. The maximum rate of scholarship also vary from State to State, and range between Rs. 750 p.m. in Karnataka to Rs. 80 p.m. in Kerala. No income limit is prescribed for the award of scholarships in Bihar, Gujarat (for students studying in Private Schools and for children belonging to very backward communities), Karnataka Kerala, Madhya Pradesh, Rajasthan and Dadra and Nagar Haveli. It varies from Rs. 3,600 per annum in Jammu & Kashmir to Rs. 12,000 per annum in Andhra Pradesh. The Commission hold the view that there is need for raising the rate of scholarships and income limits.

#### **Merit Scholarships :**

5.33 The general scheme of stipends and scholarships is necessary, but what is more necessary today in the context of the need for improving the performance of Scheduled Caste/Scheduled Tribe students is the introduction of merit scholarships. Some State Governments have already introduced the scheme. These are

Andhra Pradesh, Bihar, Gujarat, Karnataka, Kerala, Madhya Pradesh, Uttar Pradesh, Tamil Nadu, and Union Territories of Dadra & Nagar Haveli and Delhi.

The number of merit scholarships and the terms and conditions for award should be such that it creates among Scheduled Caste and Scheduled Tribe students the desired motivation for improving their performance. It will not only help those who get these awards but will go to a long way in improving the general performance of the students belonging to these communities.

#### **Opportunity Cost :**

5.34 It is a known fact that majority of the families amongst Scheduled Castes/Scheduled Tribes are living in poverty and their children have to contribute a family incomes for bare subsistence. The States of Uttar Pradesh and Gujarat have introduced the opportunity cost scheme, under which some financial assistance is provided to the parents of school-going children. The Commission suggest that other States may consider implementation of such scheme for children belonging to very poor families who are otherwise denied educational facilities.

#### **Coaching :**

5.35 The role of coaching does not need any emphasis. It has been found that very large number of reserved seats for admissions in technical courses remain unfilled for want of Scheduled Caste/Scheduled Tribe students having the requisite minimum standards prescribed for admission. Most of the States/Union Territories have already introduced Special Coaching facilities particularly in subjects like Mathematics, English and Science. These States/Union Territories are Andhra Pradesh, Assam, Gujarat, Haryana, Himachal Pradesh, Karnataka, Kerala, Madhya Pradesh, Punjab, Tamil Nadu, Tripura, Uttar Pradesh, West Bengal, Delhi and Pondicherry. Other State Governments may also consider introduction of such Special Coaching Schemes.

#### **Free Text Books :**

5.36 In order to give impetus to universalisation of education amongst Scheduled Castes & Scheduled Tribes the States of Haryana, Himachal Pradesh, Manipur, Orissa, Rajasthan, Sikkim and Tripura and UTs of Dadra and Nagar Haveli, Delhi and Pondicherry provide free text books to students of these communities at primary and middle stages. In Gujarat only very needy SC/ST students studying at primary stage are provided with free text books while in Maharashtra students of I and II Standards are privileged to avail of this facility. It is a known fact that the majority of SC/ST fall below the poverty line. It is very difficult for them to buy books and stationery articles for their school-going wards. The Commission are, therefore, of the view that States/UTs not having the scheme of free supply of text books to SC/ST students, should extend these facilities.

### Free Uniforms :

5.37 The progress of education of Scheduled Castes and Scheduled Tribes at pre-matric stages though increasing over the years has not been uniform in the various States. To attract the children of these communities to schools, incentives in the form of free uniform has been extended in Himachal Pradesh, Orissa, Rajasthan, Sikkim, Dadra & Nagar Haveli, Delhi and Pondicherry at primary and middle stages. In Gujarat only needy SC/ST students of I-IV standards are provided with free clothes for uniforms whereas in Maharashtra two sets of uniforms @ Rs. 40 per year per student studying in I and II standards are given. In Haryana and Tripura this facility is available to girl students only. It is recommended that other States/UTs should follow the example of the above States/UTs. Haryana and Tripura should extend incentive to boys also.

### Studies and Reports

#### (i) Impact of Education on Scheduled Caste Youth

5.38 At the instance of this Commission, the Ministry of Home Affairs provided funds to the Centre for Social Research, New Delhi, for conducting a study titled 'Impact of Education on Scheduled Caste Youth in India'. The study was taken up in two districts each of Bihar (Patna, Gaya) and Madhya Pradesh (Bhopal, Morena). Some of the important findings of this study are given below :

1. Among Scheduled Castes, there was considerable gap in enrolment between boys and girls. The percentage of girls in higher education was almost insignificant. Two other distinctive features were, comparatively high percentage of married among Scheduled Caste students and relatively high concentration of Scheduled Castes in arts and humanities courses.
2. By and large the Scheduled Caste students belonging to the poorest groups. About 50% of them belonged to landless families or the ones owing less than an acre of land. However, even a slightly better economic position could influence the educational possibilities of children.
3. Scheduled Caste students belonged to families who had broken away from the traditional roles/occupations and subsisted predominantly on agriculture or on white collar jobs in Government. A large number of Scheduled Castes in higher education had atleast one educated member in their families.
4. There was considerable variation between different castes in the levels of educational progress attained by them. It was suggested that major share of scholarships etc. be earmarked for poorest of the poor and first generation learners of the socially disadvantaged sections of the society.
5. In both the States, largely the Scheduled Caste students belonged to rural areas.

Only 11% of the students came from urban or semi-urban background. There was an urgent need for establishing higher level schooling facilities i.e. high/higher secondary schools for groups of villages.

6. In schools Scheduled Caste students faced problems like inadequacy of scholarship amount, discrimination from teachers, discrimination from classmates etc. At the college level, though 93% of the Scheduled Caste students were getting scholarships, the amount was considered grossly inadequate to meet their requirements. There were also delays in payment of scholarships.
7. About half of the Scheduled Caste students faced problems in comprehending the subjects or lectures than in securing admission in colleges they desired or course they wanted. Short-term (six weeks) subject-readiness courses designed exclusively for such students at the commencement of every academic session could be adopted as a viable strategy to tackle this problem. The Scheduled Caste students also faced considerable difficulty in participation in co-curricular activities because many of them did not have opportunities to participate in such activities earlier.
8. Educated Scheduled Castes received respect and encouragement from their own community members, but the reaction of the society in general towards the education of Scheduled Castes was not very encouraging.
9. Majority of the students in the sample were aware of the incidents of atrocities committed on Scheduled Castes. Majority of the students subscribed to the view that the best way to counter atrocity incidents was to organise themselves. About 87% of students were aware of the various provisions of reservations benefiting Scheduled Castes. Many of them, however, felt that the provisions were inadequate and also improperly implemented.

#### (ii) Report on Development of Tribal Areas

5.40 The National Committee on the Development of Backward Areas constituted by the Planning Commission submitted a Report on Development of Tribal Areas in June 1981.

While dealing with the education for Scheduled Tribes they have made very useful suggestions regarding content of education, institutional structure of school education in tribal areas, quality of personnel and various incentives for the Scheduled Tribes. The report and the suggestions made therein are presently under the consideration of the Ministry of Education. The Commission expect that the Government of India and the State Governments would consider those useful suggestions for improving the educational coverage and standards of the Scheduled Tribes.

# ANNEXURE I

Co-efficient of equality of scheduled castes in Classes I-V and VI-VIII

Sl. No.	Name of State/Union Territory Administration	I-V		VI-VIII	
		Male	Female	Male	Female
1	2	3	4	5	6
1	Andhra Pradesh	138.30	133.94	85.95	77.78
2	Assam*	—	—	—	—
3	Bihar	83.48	50.63	52.98	29.79
4	Gujarat	134.97	116.28	114.86	113.10
5	Haryana	84.36	65.50	62.03	33.73
6	Himachal Pradesh	93.38	81.83	58.08	50.37
7	Jammu & Kashmir	105.52	94.11	102.62	66.99
8	Karnataka	74.36	59.46	74.47	59.49
9	Kerala	116.41	118.00	111.16	113.90
10	Madhya Pradesh	113.89	69.27	61.99	35.44
11	Maharashtra	216.84	179.88	165.74	122.33
12	Manipur	217.40	198.23	144.75	128.33
13	Meghalaya	252.71	190.75	417.79	220.80
14	Nagaland	—	—	—	—
15	Orissa	107.66	76.66	62.53	35.94
16	Punjab	121.77	106.18	80.08	54.41
17	Rajasthan	88.75	42.18	63.74	16.67
18	Sikkim	113.39	105.38	72.62	74.76
19	Tamil Nadu	124.05	109.23	93.21	71.60
20	Tripura	131.41	114.17	65.71	48.28
21	Uttar Pradesh	106.17	68.24	67.23	27.81
22	West Bengal	70.84	51.47	51.27	34.60
23	Andaman & Nicobar Islands	—	—	—	—
24	Arunachal Pradesh	36.35	37.55	54.30	25.55
25	Chandigarh	—	—	—	—
26	Dadra & Nagar Haveli	248.68	175.55	209.05	112.17
27	Delhi	156.21	127.67	84.33	56.62
28	Goa, Daman & Diu	114.32	105.83	93.56	65.88
29	Lakshadweep	—	—	—	—
30	Mizoram	—	—	—	—
31	Pondicherry	97.03	96.39	68.50	55.58
Total (India)		106.05	83.30	75.35	53.09

\*As no census was held in Assam, the figures could not be worked out in relation to 1981 population figures.

# ANNEXURE II

## Co-efficient of equality of scheduled tribes in Classes I-V and VI-VIII

Sl. No.	Name of State/Union Territory Administration	I-V		VI-VIII	
		Male	Female	Male	Female
1	2	3	4	5	6
1	Andhra Pradesh	104.22	78.67	51.24	36.30
2	Assam*	—	—	—	—
3	Bihar	107.28	100.16	68.97	81.91
4	Gujarat	103.07	85.21	52.33	35.86
5	Haryana	—	—	—	—
6	Himachal Pradesh	82.06	51.16	59.01	36.05
7	Jammu & Kashmir	—	—	—	—
8	Karnataka	38.09	18.21	38.03	18.14
9	Kerala	90.72	86.96	56.25	51.67
10	Madhya Pradesh	87.24	50.14	31.44	16.88
11	Maharashtra	81.13	55.79	37.26	22.33
12	Manipur	146.83	145.25	145.00	98.67
13	Meghalaya	141.77	97.49	171.86	86.24
14	Nagaland	1314.01	693.31	365.94	180.63
15	Orissa	103.95	59.49	48.55	26.27
16	Punjab	—	—	—	—
17	Rajasthan	84.77	31.99	54.98	11.36
18	Sikkim	112.77	100.55	105.85	111.17
19	Tamil Nadu	56.45	46.47	118.35	28.11
20	Tripura	108.35	72.26	48.01	26.53
21	Uttar Pradesh	140.53	119.50	91.75	92.51
22	West Bengal	64.58	47.98	44.51	21.52
23	Andaman & Nicobar Islands	96.36	69.02	87.11	48.35
24	Arunachal Pradesh	152.40	76.78	155.63	45.00
25	Chandigarh	—	—	—	—
26	Dadra & Nagar Haveli	177.08	100.93	51.67	15.04
27	Delhi	—	—	—	—
28	Goa, Daman & Diu	132.56	103.74	34.11	15.80
29	Lakshadweep	677.63	99.23	—	31.36
30	Mizoram	3815.22	950.00	1789.45	544.74
31	Pondicherry	—	—	—	—
Total (India)		94.65	64.74	49.53	32.51

\*As no census was held in Assam the figures could not be worked out in relation to 1981 population figures.  
 @Co-efficient of equality not worked out due to non-availability of proper data.



### ANNEXURE III

Statement showing particulars regarding income limits and rates of pre-matric scholarships in various States and Union Territory Administrations

Sl. No.	Name of State/Union Territory Administration	Amount/Rate of Scholarship	Income criteria	Remarks
1	2	3	4	5
1	Andhra Pradesh	Not available		
2	Bihar		Rs. 12,000 per annum	—
3	Gujarat	Rs. 140 to Rs. 240 per annum to children belonging to very backward communities	No income limit	—
		Rs. 40 to Rs. 100 per annum in Public School	No income limit	—
		Rs. 60 to Rs. 120 per annum in Private School	Rs. 7,200 per annum	Scheduled Caste and Scheduled Tribe candidates scoring more marks are paid at higher rates.
4	Haryana	Rs. 16 per month	No income limit	Do.
5	Himachal Pradesh	Rs. 8 to Rs. 15 per month	Rs. 6,000 per annum	
			Rs. 6,000 per annum	Depending upon funds, the students whose parents/guardians income does not exceed Rs. 9,600 per annum.
6	Jammu & Kashmir	Rs. 10 to Rs. 20 per month	Rs. 3,600 per annum	—
7	Karnataka	Rs. 5 to Rs. 7.50 per month	No income limit	—
8	Kerala	Rs. 20 to Rs. 30 per month	No income limit	—
9	Madhya Pradesh	Rs. 150 to Rs. 300 per annum	No income limit	Higher scholarship rates for scheduled caste/scheduled tribe girls.
10	Punjab	Rs. 5 to Rs. 25 per month	Rs. 6,000 per annum	Scholarships are paid at higher rates to girls, Balmikis and those showing better performance.
11	Rajasthan	Rs. 12.50 to Rs. 25 per month	No income limit	—
12	Tamil Nadu	Not available	Rs. 6,000 per annum	—
13	Uttar Pradesh	Rs. 3 to Rs. 22 per month	Rs. 6,000 per annum	—
14	Chandigarh	Rs. 4 to Rs. 30 per month	Rs. 8,000 per annum	Higher rates for those showing better performance, and to girls.
15	Dadra & Nagar Haveli	(1) Rs. 20 per annum incentive in cash awards for highest punctual attendance from V to VIII. (2) Rs. 50 to Rs. 70 incentive cash awards on merit in annual examination. (3) Cash awards (Rs. 500) to the students of high/higher secondary schools who secure 55% marks. For girls 50% limit is prescribed.	No income limit	
16	Mizoram	Rs. 10 to Rs. 25 per month	Below Rs. 750 per month	Different rates for pre-matric special scholarships and pre-matric merit Scholarships.

## CHAPTER VI

### UNTOUCHABILITY, ATROCITIES AND BONDED LABOUR

#### Untouchability

6.1 There has been a gradual change in the attitude of the people towards untouchability. A study of the untouchability-prone areas shows that this social evil does no longer exist, by and large, in West Bengal and the eastern states. Unfortunately, the change has been rather slow in many of the remaining states. Compared to 1981, there has been a substantial increase in the number of cases registered in 1982 under the *Protection of Civil Rights Act (PCR Act)* in Andhra Pradesh, Gujarat, Orissa, Karnataka, Madhya Pradesh and Rajasthan, though in the country as a whole, the position in 1982 was more or less the same as in 1981. No case was reported from West Bengal, Assam, Manipur, Meghalaya, Nagaland, Sikkim, Tripura, Andaman and Nicobar Islands, Dadra & Nagar Haveli, Lakshadweep, Mizoram and Arunachal Pradesh. Annexure I shows the state-wise distribution of cases. (These figures are based on the information obtained from the Ministry of Home Affairs). Leaving aside West Bengal, the SC population in these states, however, is negligible. About 14% of the SC population of the country reside in these states and they do not face untouchability in the public.

6.2 Measures provided for the removal of untouchability under the *PCR Act* have been introduced by the states, though the extent to which such measures have been introduced and their effectiveness vary from state to state. Annexure II gives a brief account of such measures as adopted in 1982-83 and earlier years.

6.3 In addition, the scheme for liberation of scavengers had been introduced by many of the states for which about 2.52 crores of rupees was sanctioned in 1982-83 by the Centre as matching grant to the states. The scheme aims at substituting dry latrines in urban areas by water-borne privies. Though the scheme has been in operation from 1980-81, adequate feed back was not available to us to gauge the extent of its success in removing untouchability so far as the scavengers are concerned. It may just be possible that money spent on this scheme has gone more to the benefit of non-SCs than to the removal of untouchability.

6.4 The position of cases registered under the *PCR Act* and their disposal by the police and the courts during 1981-82 is shown in Annexures III & IV respectively. The number of cases pending disposal in many of the states is very heavy. The offences under the *PCR Act* being mostly a violation of social laws, delay is particularly detrimental in matters of investigation and trial of these cases. What happens is that as

soon as the case is registered, the accused tries to win over the victim by offering allurements, imposing social pressure, or holding out intimidation. The poor victim does not have sufficient resisting power or social standing and therefore has no option but to yield. This perhaps accounts for the large number of cases pending in acquittal in the court. To improve the situation, it is of utmost importance that the cases are efficiently and promptly investigated by the police on the one hand and speedily disposed of by the court on the other, the whole process not extending beyond two or three weeks. In the states where special courts have been set up, the result obtained does not appear to be commensurate with the effort made. One of the reasons may be that the complainant has to travel a long way to appear before the court which sits at long intervals. Many of such courts are functioning at district headquarters. This results in hardship to the complainant who can ill-afford to leave his place of work or forego his daily earning. The witnesses also have to face the same impediment. It is, therefore, necessary that whenever a special court is set up, it must visit at regular interval every concerned sub-division, such interval not exceeding three weeks or so. All the courts should try to dispose of the cases in summary trial as provided in the law.

6.5 Because of caste rivalry, there is frequent tension in certain localities and the sufferers are almost always members of the scheduled castes. It is desirable that identification of such untouchability and tension laden areas is expeditiously done by all the district authorities and adequate corrective measures or preventive steps are taken to defuse the tension. Such measures may include imposition of collective fine, and posting of police in strength. Besides, the services of unofficial bodies dedicated to social work may be obtained.

6.6 Though special police officers have been appointed to deal with untouchability in the concerned states, the number of cases started *suo moto* by the police is very few. It is not difficult to start such cases if the police really wants to do so. The supervisory officers should encourage their subordinates to start such cases and rewards should be given to those who make their mark in starting cases under the *PCR Act suo moto* and take other measures (including efficient investigation) to bring untouchability to an end in their respective jurisdictions.

6.7 Untouchability being a social problem success in its eradication through the administration and law enforcing agencies is likely to be

limited. For arousing awareness amongst the masses, enlisting of the services of voluntary organisations of proven integrity engaged in social work, adequate publicity, encouragement to inter-caste marriage and the like are necessary.

6.8 From time to time, the Commission had also suggested remedial measures, many of which are yet to be fully implemented. Of these, the following require strict implementation :

- (i) During their visit to the police stations, all superior officers of the police and the magistracy should carefully examine the disposal of *PCR Act* cases to satisfy themselves about the quality and speed of investigation. The investigation of some of these cases may also be supervised by the senior police officers.
- (ii) The states in which the number of pending cases is high should set up special courts in adequate number.
- (iii) Free legal aid, without procedural complication, has to be ensured to all the victims. Besides, compensation for the loss of all the days of earning of the victim and his witnesses should be provided.
- (iv) The Ministry of Home Affairs may evaluate the working of the police squads, police stations and police cells set up in some of the states so that they could be made more effective in the problem-areas. States not having such units may be advised to set them up these on the model of those which have been found to be useful.
- (v) Apart from the specific suggestion of stepping up publicity through the media, observance of a fortnight every year in which special attempts should be made to eradicate untouchability by arousing public opinion through the holding of meetings, conferences, discussions, seminars, symposia, inter-caste dining and the like will be useful.

#### Atrocity

6.9 'Atrocity' is not a legal term. As per instructions issued by the Government of India, Ministry of Home Affairs, the term implies any offence under the *Indian Penal Code* committed against members of the scheduled castes by any non-scheduled caste person. Similarly, all offences under the *IPC* committed by the non-scheduled tribes against the members of the scheduled tribes are atrocities. Caste consideration as a motive is not necessary to make such an offence a case of atrocity. For the purpose of collection of statistics, atrocities have been classified under five heads, namely, murder, causing grievous hurt, rape, arson and other *IPC* offences.

6.10 The Commission have reason to believe that the system of collecting statistics of atrocities followed by the states is not fool-proof. Some of the states show the caste of the victim in the *FIR* while others do not do so. A definite and fool-proof system is required to be evolved to ensure correctness of the statistics.

6.11 The incidence of atrocities against SCs and STs in the states from 1979 to 1982 has been reflected in the statements at Annexures V to VIII. Statistics quoted are those obtained from the Ministry of Home Affairs.

6.12 From the year 1980 onwards, the number of atrocities on scheduled castes has been constantly rising and in 1982, 15054 cases of atrocities were registered as against 14308 in 1981 and 13866 in 1980. The highest number of atrocities was registered in Madhya Pradesh during the last two years, i.e. 1981 and 1982, followed by Uttar Pradesh, Bihar and Rajasthan in descending order. In 1979 and 1980 Uttar Pradesh had registered the highest number of cases followed by Madhya Pradesh and Bihar in descending order. As far as Madhya Pradesh is concerned, not only has it been registering highest number of cases in the country but the figure of atrocity in the state has also been going up every succeeding year. The same trend has been maintained by Rajasthan as well. However, this trend of rising atrocities is not present in Bihar and Uttar Pradesh where the figures have been fluctuating. As regards atrocities on scheduled tribes, Madhya Pradesh again registered the highest number of cases, followed by Rajasthan and Maharashtra in 1979 to 1982. In Madhya Pradesh and Rajasthan atrocities on scheduled tribes have been on the rise from 1980 onwards. The rising trend in atrocities on the scheduled tribes has been visible from the year 1980 onwards.

6.13 Offence-wise (Annexure IX), the percentage of scheduled caste murders, as compared to the total number of murders in the states, is the highest in Rajasthan followed by Uttar Pradesh, Himachal Pradesh and Bihar. Annexure X shows that the percentage of scheduled tribe murder, as compared to the total number of murders in the state, is the highest in Madhya Pradesh, followed by Rajasthan and Gujarat. Rape of scheduled caste women by non-scheduled caste offenders, as per statement at Annexure XI shows that the percentage of such cases as compared to the total number of rape cases in the state is the highest during 1982 in Haryana, followed by Uttar Pradesh, Bihar and Rajasthan. It is sad to observe that in Haryana the population of scheduled castes to the total population of the state is only 19.07% but the percentage of rape on SC women to the total number of rape committed in the state is 65.56%. It calls for immediate attention of the state government so that strict preventive measures are adopted. As regards cases of rape of the scheduled tribe women compared to the total number of cases of rape in the state, it is observed from the statement at Annexure XII that the percentage of such cases is the highest in Madhya Pradesh, followed by Bihar, Andhra Pradesh and Rajasthan.

6.14 From the representations and press information, an analysis of the motives behind atrocity cases against the scheduled castes was attempted. Motives could not be ascertained in about 32% cases. Of the remaining 68% cases,

the largest single cause appeared to be land dispute. About 16% of the total number of cases in which members of the scheduled castes were victimised stemmed from this single factor. In many a case, allocation of surplus land to the landless poor led to long-drawn-out disputes and trouble.

6.15 Next to the land dispute, payment of wages figured prominently and this contributed about 12% of the cases in which members of the scheduled castes were victims. Demand for minimum wages as fixed by law and refusal to pay such wages by landlords create situations which often lead to murder and other atrocities on agriculture labour who generally belong to scheduled caste.

6.16 The Commission had recommended a uniform scale of financial relief to be given to the victims of atrocities or to the next of kin in case of death, etc. The rates as recommended by the Commission and those accepted by the different states as well as unrevised rates already in force in the states have been given in the statement at Annexure XIII. The matter of providing financial relief is still under consideration of the Governments of Punjab, Meghalaya, Orissa, Goa, Daman and Diu and Chandigarh. No reply has been received from Tripura, Nagaland and Delhi so far. Financial relief to the victims of atrocities is to be given not because of their caste but because of their poor social and economic status. Therefore, 'caste consideration' behind the offence need not be a factor in deciding such relief. The Commission would also reiterate that the states which have not agreed to the Commission's recommendation so far or are still keeping the matter under consideration, take the decision expeditiously in this regard and accept the Commission's recommendation. The amount recommended by the Commission is the minimum and keeping in view the inflationary conditions obtaining in the country, the states may enhance the amount of relief of their own where necessary.

6.17 According to the Ministry of Home Affairs, 48 districts in seven states have been indentified as atrocity-prone areas. The remaining states may also complete the task of identification expeditiously. Once the identification is complete, blue prints for follow-up action should be kept ready and implemented quickly.

6.18 One of the major factors for commission of atrocities has been distribution of surplus land to the landless. Where this has been done, the administration should ensure that the allottee is given effective physical possession of the land and that he is not dispossessed of the land allotted for which proper watch has to be kept. Where necessary amendment in the existing laws may be made in this regard.

6.19 A particularly disturbing factor behind many of the pre-planned atrocities was the absence of adequate advance information with the state government authorities and, therefore, the lack of a proper protective arrangement. Such incidents were not the result of sudden eruptions.

Many of these happenings could have been prevented if timely intelligence was available, a correct assessment of the situation made, and adequate preventive action taken in time. The Commission, therefore, recommend that, in the first instance, the special branches of all the states should be given the charge of the collection of intelligence. It is equally necessary that a central agency is simultaneously entrusted with the collection of similar intelligence so that the Centre may adequately advise the state governments to take timely precaution.

6.20 Once the atrocities take place the investigation and trial of the atrocity cases should be completed most expeditiously so that the punishment awarded acts as a deterrent to other potential perpetrators of atrocities and the cases do not fail in the courts due to time-lag and affluence of the offenders.

6.21 Lastly, legal aid should be made available to the victims of atrocity, wherever required, without any restriction on the income limit or any other procedural difficulties.

#### Bonded Labour

6.22 Bonded Labour stands abolished with the passage of the *Bonded Labour System (Abolition) Act, 1976*. Action has been initiated by the states for releasing and rehabilitating bonded labourers and efforts stepped up with the inclusion of the rehabilitation of bonded labourers as one of the items of the new 20-Point Programme.

6.23 A bonded labourer is one who is forced or partly forced to render service to a creditor in consideration of an advance obtained by him or by any of his linear ascendants or descendants, or in pursuance of any customary or social obligation; or by reason of his birth in any particular caste or community. Such a labourer has to render by himself or through any member of his family or any person dependent on him labour or service to the creditor for a specified or unspecified period, either without wages or on nominal wages. The very definition of the term 'bonded labour' restricts its meaning so much that its connotation excludes many who are virtually compelled but may not be forced to work as bonded labourers. It is particularly difficult to establish the element of force applied by the creditors with the result that many labourers are excluded from the meaning of the term though their condition is by no means better than that of others. Because of the apparent loop-hole in the law, in states like Bihar systems like "attached labour" cannot be brought under the purview of the *Bonded Labour System (Abolition) Act, 1976*. Terms like "attached labour" are nothing but a euphemism for bonded labour.

6.24 The subject 'bonded labour' is very much the concern of this Commission because about 80% of the bonded labourers so far identified belong to SCs and STs. The number of released and rehabilitated bonded labourers in the country was 1,61,075 and 1,19,219 respectively upto 31-12-1983 (Annexure XVI). Gujarat, Rajasthan, Tamil Nadu and Uttar Pradesh have rehabilitated

more than 97% of their released bonded labourers. Maharashtra, Orissa and Bihar who have rehabilitated 54.07%, 59.22% and 66.99% bonded labourers respectively need gear up rehabilitation work.

6.25 The organisational and administrative set up for planning, implementation and coordination of the process of identification, release and rehabilitation of bonded labourers varies from state to state (Annexure XIV). The implementing machinery also differs from state to state. It appears that the revenue and social welfare department by and large are the most effective agencies in dealing with the problems of bonded labourers. States which have entrusted the task to departments other than these may perhaps like to give the job to these departments.

6.26 As regards prosecution launched under the Act, Annexure XV shows the running statistics till the first quarter of 1983, as per information received from the Department of Labour of the Ministry of Labour and Rehabilitation, Government of India. These statistics do not show a complete picture but it is apparent that success in prosecution where launched is pathetically small. For example, in Madhya Pradesh and Bihar of 1006 and 1806 cases registered, 866 and 1005 cases respectively have ended in acquittal. Karnataka had the largest number of bonded labourers (62,699) and yet the number of its cases was amongst the smallest (29). Similarly, Tamil Nadu having 29,174 bonded labourers launched only one prosecution. Instead of elaborating the point further, it will be enough to say that the prosecution has received inadequate attention in many of the states.

6.27 According to a programme formulated by the Government of India in 1978-79, the rehabilitation of the bonded labourers by the states is financed by a matching central grant, i.e. 50% of the cost is borne by the centre and 50% by the concerned states. The rehabilitation programme includes land-based schemes, non-land based schemes, skill and craft based schemes, and other schemes. In 1980-81, a sum of Rs. 199 lakhs was released as the central share of assistance under the centrally sponsored scheme for the rehabilitation of bonded labour. This amount was enhanced to 250 lakhs and 269 lakhs in 1981-82 and 1982-83 respectively.

6.28 Rehabilitation measures in many cases do not appear to be sufficient or are adopted unimaginatively. One of the reasons for unimaginative rehabilitation is that, due to poverty, illiteracy and economic backwardness, freed bonded labourers are not in a position to exercise option and preference for a particular scheme of rehabilitation. In such a situation, the field functionaries have to decide for themselves the role of freed bonded labourers, taking a decision about what would be the form of rehabilitation. For instance it has been observed that in certain land-based schemes, the agricultural land allotted was too inadequate for the maintenance of a family, sometimes such land is fallow and unfit for

cultivation. It is thus necessary to ensure that economic rehabilitation is adequate.

6.29 Follow-up action and feed-back are necessary to ensure that the rehabilitated labourer is able to make an independent means of livelihood out of the assistance rendered to him. We are unaware of any scheme by the state governments in which, from time to time, information is collected about the rehabilitated labourers. A tehsil-wise register may be maintained and such cases periodically pursued, at least once in three months, particularly to ensure that the freed labourer does not go back to the bondage of his erstwhile master.

6.30 The amount of money available under the rehabilitation scheme of Rs. 4,000 per bonded labourer appears to be inadequate for securing a permanent rehabilitation. The state governments may suitably integrate or dovetail the centrally sponsored assistance with other schemes (like integrated rural development programme, national rural employment programme, Tribal Sub-Plan) to secure a viable economy for the freed labourers.

6.31 Vigilance committees are required to be constituted at district and sub-divisional levels as per section 13 of the Act to advise the district magistrates on matters relating to the implementation of the *Bonded Labour System (Abolition) Act, 1976*. Such committees have been set up in states like Bihar, Karnataka, Madhya Pradesh, Orissa, Rajasthan, Uttar Pradesh and Tamil Nadu, but we have no complete information about such committees in all the states. States having bonded labourers may constitute effective vigilance committees expeditiously for a continuous review.

6.32 Instances have come to notice in which either violating or by-passing the *Inter-State Migrant Workmen (Regulation of Employment and Conditions of Services) Act, 1979*, dishonest and clever labour contractors keep on importing labourers from one region to another and amongst such labourers there are also those who are either bonded or semi-bonded. Violating the labour laws, sometimes the contractors take such workers from one part of the state and engage them in another part of the very same state under inhuman condition and terms. Strenuous physical work is extracted out of them in brick-kiln, canal-digging, stone-breaking, sand and stone quarries and the like, on a meagre or no payment. They are not even allowed any access outside. The most profitable area for such contractors are the Punjab, Haryana and Western UP where the minimum wages are much higher than those available in the native area of the labourers. Strictly speaking, some of these labourers in the clutches of the contractors may not come under the definition of bonded labour but their condition is no better. It is suggested that the inspectors appointed under the *Minimum Wages Act* and the vigilance committees under the *Bonded Labour System (Abolition) Act, 1976* are simultaneously directed to jointly bring to book such contractors on the one hand and rehabilitate the unfortunate victims on the other.

# ANNEXURE I

## Comparative analysis of Protection of Civil Rights Act. Cases registered in 1980, 1981 and 1982

States	1980	1981	% increase(+) or decrease(-) over 1980	1982	% increase(+) or decrease(-) over 1981
1	2	3	4	5	6
Andhra Pradesh	168	238	+41.67	263	+10.50
Assam	Nil	1	—	0	-100.00
Bihar	17	17	Static	28	+64.71
Gujarat	408	281	-31.13	347	-23.49
Haryana	1	6	+500.00	5	-16.67
Himachal Pradesh	14	16	+14.29	6	-62.50
Jammu & Kashmir	5	5	Static	4	-20.00
Karnataka	488	581	+19.06	674	+31.67
Kerala	29	38	+31.03	29	-23.68
Madhya Pradesh	247	237	-4.05	337	+42.19
Maharashtra	1576	998	-36.68	769	-22.95
Orissa	147	106	-27.89	125	+17.92
Punjab	5	Nil	-100.00	4	—
Rajasthan	124	173	+39.52	186	+35.84
Tamil Nadu	858	1136	+32.40	1105	-4.75
Uttar Pradesh	191	224	+17.28	186	-6.70
West Bengal	1	Nil	-100.00	Nil	—
Chandigarh	1	2	+100.00	1	-50.00
Delhi	2	10	+400.00	3	-70.00
Goa, Daman & Diu	Nil	2	—	3	+50.00
Pondicherry	21	14	-33.33	12	-42.86
Total	4303	4085	-5.07	4087	-0.05

From Manipur, Meghalaya, Nagaland, Sikkim, Tripura, Andaman & Nicobar Islands, Dadra & Nagar Haveli, Lakshadweep, Mizoram and Arunachal Pradesh no case has been reported.



## ANNEXURE II

### Measures adopted by the state governments on the provisions of the Protection of Civil Rights Act, 1955

#### Section 15A (2) (i) : legal aid

Some of the states provide free legal aid to the low-income groups, including persons belonging to the scheduled castes. The question of adopting special measures to provide legal aid to the SCs falling within these income groups in these states under the PCR Act therefore does not arise, though it cannot be said that such legal aid is an exclusive measure for the SCs adopted under the PCR Act. The PCR Act does not prescribe any income limit, whereas such aid provided by the states is meant for the persons of a particular income group. To this extent, these steps cannot be said to have been specially introduced as necessary measures for ensuring the rights arising from the abolition of "untouchability".

Free legal aid provided by the governments of	Available to those whose annual income does not exceed
	Rs.
Andhra Pradesh	
Bihar	3,600
Gujarat	3,600
Haryana*	7,200
Himachal Pradesh	—
Jammu & Kashmir	3,600
Karnataka	3,000
Kerala	5,000
Madhya Pradesh	—
Maharashtra	—
Orissa	5,000
Punjab	—
Rajasthan**	—
Tamil Nadu	—
Tripura	—
Uttar Pradesh	—
West Bengal	—
Goa, Daman & Diu	—
Delhi	—
Pondicherry***	6,000

A legal aid scheme is under consideration of the government of Assam.

No legal aid scheme for SCs seems to have been introduced in Manipur, Meghalaya, Nagaland Sikkim, Andaman and Nicobar Islands, Arunachal Pradesh, Chandigarh, Dadra & Nagar Haveli, Lakshadweep and Mizoram.

\*A sum of Rs. 100 can be sanctioned by the district social welfare officer and an amount not exceeding Rs. 100 is sanctioned by the deputy commissioner as financial aid to the affected persons.

\*\*Financial assistance is provided to the 'poor' SC victims of atrocities.

\*\*\*Those who are to receive legal aid are recommended by a committee.

#### Section 15A (2) (ii) : appointment of officers

Police officers of various ranks appointed for initiating or exercising supervision over prosecutions under the PCR Act are functioning at various levels in various states as shown in the following chart :

At state headquarters level	Delhi, Haryana, Punjab, Rajasthan, Chandigarh, Pondicherry
At state headquarters and district levels	Andhra Pradesh, Bihar, Himachal Pradesh, Madhya Pradesh, Kerala, Orissa, Tamil Nadu and Uttar Pradesh
At state headquarters, range and district levels	Gujarat, Karnataka and Maharashtra

In the remaining states, no special officers have been appointed because the problem of untouchability is reportedly negligible there.

#### Section 15A (2) (iii) : special courts

1. The government of Rajasthan have set up six special courts (of which three are mobile) at Rajgarh, Bara, Atru, Itawah, Alwar and Kota to try IPC and PCR Act cases.
2. The government of Andhra Pradesh have set up seven special courts, all mobile, to try PCR Act cases, two of these courts try IPC cases also.
3. The government of Tamil Nadu have set up four special courts to try IPC and PCR Act cases.
4. The government of Bihar have set up four special courts to try IPC and PCR Act cases.
5. The government of Madhya Pradesh have set up four special courts to try PCR Act cases.

#### Section 15A (2) (iv) : setting up of committees

Committees have reportedly been set up in Andhra Pradesh, Bihar, Rajasthan, Haryana, Himachal Pradesh, Tamil Nadu, Tripura, West Bengal, Goa, Daman & Diu, Delhi and Pondicherry but a precise account of the work done by these committees in introducing measures for the abolition of untouchability was not available.

In the rest of the states, no committee has been formed on the ground that untouchability is negligible in these states.

#### Section 15A (2) (v) : periodic survey

Some of the states like Assam, Bihar, Gujarat, Orissa, Uttar Pradesh, Tamil Nadu and Rajasthan are understood to have undertaken a survey, mostly by their research organisations, to ascertain the untouchability prevalent in those states. The terms of reference, progress, or the complete outcome of such surveys were not available.

#### Section 15A (2) (vi) : identification of untouchability-prone areas

Bihar	Ten districts
Gujarat	731 villages
Kerala	Seven districts
Maharashtra	531 villages

# ANNEXURE III

Statement regarding the cases registered under the Protection of Civil Rights Act, 1955 and their disposal during the year 1981

State/Union Territory	Brought forwarded with		Number of cases registered fresh	Number of cases closed by police after investigation but without challaning	Number of cases challaned in the court	Number of cases disposed off by court			Number of cases pending at the end of the year with	
	Police	Court				ending in conviction	ending in acquittal	Total	Police	Court
1	2	3	4	5	6	7	8	9	10	11
Andhra Pradesh	46	152	238	29	132	7	54	61	123	223
Assam	Nil	Nil	1	Nil	1	Nil	Nil	Nil	Nil	1
Bihar	25	107	17	2	12	N/A	6	6	28	113
Gujarat	28	555	281	25	263	18	436	454	21	364
Haryana	Nil	11	6	2	3	1	9	10	1	4
Jammu & Kashmir**	1	10	5	—	—	—	—	—	—	—
Himachal Pradesh	1	23	16	5	12	3	14	17	Nil	18
Karnataka	116	772	581	90	455	79	313	392	152	835
Kerala	5	49	38	24	18	Nil	25	25	1	42
Madhya Pradesh**	3	777	237	—	—	—	—	—	—	—
Maharashtra*	297	1,021	998	325	801	191	568	759	169	1063
Orissa	15	312	106	37	26	6	58	64	58	274
Punjab	Nil	1	Nil	Nil	Nil	Nil	Nil	Nil	Nil	1
Rajasthan	8	221	173	67	91	31	57	88	23	224
Tamil Nadu	84	534	1136	277	867	66	489	555	76	846
Uttar Pradesh	58	431	224	91	159	31	51	82	32	508
Chandigarh	2	Nil	2	2	Nil	Nil	Nil	Nil	2	Nil
Delhi	8	13	10	3	11	1	Nil	1	4	23
Goa, Daman & Diu	Nil	Nil	2	Nil	2	Nil	1	1	Nil	7
Pondicherry	1	6	14	3	12	7	4	11	Nil	—
Total (1981)	698	4,995	4,085	982	2,865	441	2,085	2,526	690	4,547
Total (1980)	927	5,579	4,303	982	3,550	1,267	2,866	4,133	698	4,996
Increase or decrease over 1980	-229	-584	-218	Static	-685	-826	-781	-1607	-8	-449
Percentage increase or decrease over 1980	-24.70	-10.47	-5.07	Static	-19.30	-65.19	-27.25	-38.88	-1.15	-8.99

Note : \*The latest figure of number of cases brought forwarded with court received from the Government of Maharashtra has been adopted.  
 \*\*Correct figure of disposal of cases awaited from the Government of Jammu & Kashmir and Madhya Pradesh.  
 N/A Not available.  
 From Maniour, Maghalaya, Nagaland, Tripura, West Bengal, Andaman & Nicobar Islands, Arunachal Pradesh, Dadra & Nagar Haveli, Lakshadweep and Mizoram no case has been reported.

# ANNEXURE IV

Statement regarding the cases registered under the Protection of Civil Rights Act, 1955 and their disposal during the year 1982

State/Union Territory	Brought forward with		Number of cases registered fresh	Number of cases closed by Police after investigation but without challaning	Number of cases challaned in the Court	Number of cases disposed off by court			Number of cases pending at the end of the Year with	
	Police	Court				ending in conviction	ending in acquittal	Total	Police	Court
1	2	3	4	5	6	7	8	9	10	11
Andhra Pradesh	123	223	263	50	163	13	71	84	173	302
Assam	Nil	1	Nil	Nil	Nil	Nil	Nil	Nil	Nil	1
Bihar	28	113	28	4	12	N/A	N/A	N/A	40	125
Gujarat	21	364	347	36	328	17	420	437	4	255
Haryana	1	4	5	5	1	Nil	Nil	Nil	Nil	5
Jammu & Kashmir**	—	—	4	—	—	—	—	—	—	—
Himachal Pradesh	Nil	18	6	1	5	Nil	11	11	Nil	12
Karnataka*	152	835	674	88	403	1	22	23	183	380
Kerala	1	42	29	8	17	Nil	29	29	5	30
Madhya Pradesh**	—	—	337	—	—	—	—	—	—	—
Maharashtra	169	1,063	769	211	657	57	273	330	70	1390
Orissa	58	274	125	60	75	10	57	67	48	282
Punjab	Nil	1	4	Nil	4	Nil	3	3	Nil	2
Rajasthan	23	224	186	86	108	24	34	58	15	274
Tamil Nadu	76	846	1,105	262	755	51	594	645	164	956
Uttar Pradesh	32	508	186	73	126	23	104	127	19	507
Delhi	4	23	3	3	2	1	1	2	2	23
Chandigarh	2	Nil	1	2	Nil	Nil	Nil	Nil	1	Nil
Goa, Daman & Diu	Nil	1	3	1	1	Nil	1	1	1	1
Pondicherry	Nil	7	12	4	8	2	13	15	Nil	Nil
Total (1982)	690	4,547	4,087	894	2,665	199	1,633	1,832	725	4,545
Total (1981)	698	4,996	4,085	982	2,865	441	2,085	2,526	690	4,547
Increase or decrease over 1981	-8	-449	+2	-88	-200	-242	-452	-694	+35	-2
Percentage increase or decrease over 1981	-1.15	-8.99	+0.05	-8.96	-6.98	-54.88	-21.68	-27.47	+5.07	-0.04

Note : \*Disposal of Brought forward cases awaited from the Government of Karnataka.

\*\*Correct figures of Brought Forward cases and disposal of cases awaited from the Government of Jammu and Kashmir and Madhya Pradesh.

N/A Not available.

From Manipur, Meghalaya, Nagaland, Tripura, West Bengal, Andaman & Nicobar Islands, Arunachal Pradesh, Dadra & Nagar Haveli, Lakshadweep, Mizoram no case has been reported.

# ANNEXURE V

Comparative statement showing State-wise break-up of Atrocity Cases committed on Scheduled Castes during 1979, 1980, 1981 and 1982

State/Union Territory	Number of cases reported during			
	1979	1980	1981	1982
1	2	3	4	5
Andhra Pradesh	92	152	206	213
Assam	03	Nil	Nil	Nil
Bihar	2,152	1,890	1,983	2,073
Gujarat	475	498	654	455
Himachal Pradesh	83	68	69	73
Haryana	80	78	74	144
Jammu & Kashmir	114	120	124	45
Karnataka	500	377	397	363
Madhya Pradesh	3,866	3,877	4,033	4,749
Kerala	887	478	260	145
Maharashtra	503	518	695	680
Orissa	43	80	80	150
Punjab	171	79	51	73
Rajasthan	760	1,180	1,562	1,731
Tamil Nadu	115	140	199	153
Tripura	Nil	Nil	18	3
Uttar Pradesh	4,102	4,279	3,865	3,977
West Bengal	02	33	23	17
Delhi	03	03	06	01
Goa, Daman & Diu	03	Nil	01	02
Arunachal Pradesh	02	Nil	Nil	Nil
Pondicherry	19	16	08	07
Total	13,975	13,866	14,308	15,054

Statistics about other States are nil.

# ANNEXURE VI

Comparative statement showing state-wise break-up of Atrocity cases committed on Scheduled Tribes during 1979, 1980, 1981 and 1982

State/Union Territory	Number of cases reported during			
	1979	1980	1981	1982
1	2	3	4	5
Andhra Pradesh	13	14	29	31
Bihar	200	101	174	85
Gujarat	72	93	95	104
Karnataka	20	1	5	04
Kerala	33	3	7	10
Madhya Pradesh	1,373	829	2,404	3,110
Maharashtra	181	146	232	213
Orissa	16	14	10	NA
Punjab	3	41	NA	NA
Rajasthan	205	308	386	472
Tamil Nadu	NA	NA	17	NA
West Bengal	NA	12	14	NA
Goa, Daman & Diu	1	NA	NA	00
Arunachal Pradesh	14	16	8	NA
Dadra & Nagar Haveli	3	NA	NA	01
Total	2,134	1,578	3,381	4,030

Statistics of other States were not available.

# ANNEXURE VII

Statement showing the number and percentage of cases of Atrocities on the members of the Scheduled Castes reported in 1979, 1980, 1981 and 1982 according to the nature of Crime

Nature of crime	Number of cases and percentage reported during							
	1979	%	1980	%	1981	%	1982	%
1	2	3	4	5	6	7	8	9
Murder . . . . .	388	2.78	500	3.61	493	3.45	514	3.41
Grievous hurt . . . . .	1,441	10.31	1,411	10.18	1,492	10.43	1,429	9.49
Rape . . . . .	430	3.08	551	3.97	504	4.22	635	4.22
Arson . . . . .	1,013	7.25	991	7.14	1,245	8.70	1,035	6.98
Other offences . . . . .	10,703	76.58	10,413	75.10	10,474	73.20	11,441	75.90
Total . . . . .	13,975	100.00	13,866	100.00	14,308	100.00	15,054	100.00

The statistics are on the basis of available figures. Reports from some States were either not available or incomplete.



# ANNEXURE VIII

Statement showing the number and percentage of cases of Atrocities on the members of the Scheduled Tribes in 1979, 1980, 1981 and 1982 according to the nature of Crime

Nature of crime	Number of cases and percentage reported during							
	1979	%	1980	%	1981	%	1982	%
1	2	3	4	5	6	7	8	9
Murder . . . . .	67	3.14	70	4.44	104	3.08	128	3.18
Grievous hurt . . . . .	196	9.18	172	10.90	245	7.25	320	7.94
Rape . . . . .	141	6.61	193	12.23	246	7.28	236	5.86
Arson . . . . .	100	4.69	122	7.73	136	4.02	126	3.13
Other offences . . . . .	1,630	76.38	1,021	64.70	2,650	78.37	3,220	79.89
Total . . . . .	2,134	100.00	1,578	100.00	3,381	100.00	4,030	100.00

The statistics are on the basis of available figures. Reports from some States were either not available or incomplete.

# ANNEXURE IX

Statement showing murder cases on Scheduled Castes in relation to total murder cases in the States

State	Percentage of SC population* (1981 census)	Total murder cases (1982)	Murder cases of SC (1982)	% of murder cases of SCs to total murder cases
1	2	3	4	5
INDIA . . . . .	14.47	23,224	514	2.21
Andhra Pradesh . . . . .	14.87	1,440	16	1.11
Assam . . . . .	N/A	607	Nil	—
Bihar . . . . .	14.51	2,744	72	2.62
Gujarat . . . . .	7.15	1,053	13	1.23
Haryana . . . . .	19.07	315	1	0.32
Himachal Pradesh . . . . .	24.62	74	1	1.35
Jammu & Kashmir . . . . .	8.31	88	2	2.27
Karnataka . . . . .	N/A	883	19	2.15
Kerala . . . . .	10.02	516	4	0.78
Madhya Pradesh . . . . .	14.10	2,457	88	3.58
Maharashtra . . . . .	7.14	1,924	19	0.99
Manipur . . . . .	1.25	83	Nil	—
Meghalaya . . . . .	0.41	68	Nil	—
Nagaland . . . . .	Nil	18	Nil	—
Orissa . . . . .	14.66	529	10	1.89
Punjab . . . . .	26.86	569	13	2.28
Rajasthan . . . . .	17.04	939	37	3.94
Sikkim . . . . .	5.78	13	Nil	—
Tamil Nadu . . . . .	18.35	1,309	5	0.38
Tripura . . . . .	15.12	112	Nil	—
Uttar Pradesh . . . . .	21.16	5,716	208	3.64
West Bengal . . . . .	21.99	1,421	6	0.42
Total (States) . . . . .	—	22,878	514	2.25
UTs				
A. & N. Islands . . . . .	Nil	7	Nil	—
Arunachal Pradesh . . . . .	0.46	29	Nil	—
Chandigarh . . . . .	14.09	11	Nil	—
D. & N. Haveli . . . . .	1.97	7	Nil	—
Delhi . . . . .	18.03	235	Nil	—
Goa, Daman & Diu . . . . .	2.16	23	Nil	—
Lakshadweep . . . . .	Nil	Nil	Nil	—
Mizoram . . . . .	0.03	28	Nil	—
Pondicherry . . . . .	15.99	6	Nil	—
Total (UTs) . . . . .	—	346	Nil	—
GRAND TOTAL . . . . .	14.47	23,224	514	2.21

\*Provisional figures.

# ANNEXURE X

Statement showing Murder Cases on Scheduled Tribes in relation to total Murder Cases in the State

State	Percentage of ST population* (1981 Census)	Total murder cases (1982)	Murder cases on STs (1982)	Percentage of murder cases on STs to total murder cases
1	2	3	4	5
INDIA . . . . .	7.27	23,224	128	0.55
Andhra Pradesh . . . . .	5.93	1,440	1	0.07
Assam . . . . .	N/A	607	—	—
Bihar . . . . .	8.31	2,744	5	0.18
Gujarat . . . . .	14.22	1,053	7	0.65
Haryana . . . . .	Nil	315	—	—
Himachal Pradesh . . . . .	4.67	74	—	—
Jammu & Kashmir . . . . .	Nil	88	—	—
Karnataka . . . . .	N/A	883	1	0.11
Kerala . . . . .	1.03	516	0	—
Madhya Pradesh . . . . .	22.97	2,457	94	3.83
Maharashtra . . . . .	9.19	1,924	6	0.31
Manipur . . . . .	27.30	83	—	—
Meghalaya . . . . .	80.58	68	—	—
Nagaland . . . . .	83.99	18	—	—
Orissa . . . . .	22.43	529	—	—
Punjab . . . . .	Nil	569	—	—
Rajasthan . . . . .	12.21	939	14	1.49
Sikkim . . . . .	23.27	13	—	—
Tamil Nadu . . . . .	1.07	1,309	—	—
Tripura . . . . .	28.44	112	—	—
Uttar Pradesh . . . . .	0.21	5,716	—	—
West Bengal . . . . .	5.63	1,421	—	—
Total (States) . . . . .	—	22,878	128	0.56
UTs				
A. & N. Islands . . . . .	11.85	7	Nil	—
Arunachal Pradesh . . . . .	69.82	29	Nil	—
Chandigarh . . . . .	Nil	11	Nil	—
D. & N. Haveli . . . . .	78.82	7	Nil	—
Delhi . . . . .	Nil	235	Nil	—
Goa, Daman & Diu . . . . .	0.99	23	Nil	—
Lakshadweep . . . . .	93.82	Nil	Nil	—
Mizoram . . . . .	93.55	28	Nil	—
Pondicherry . . . . .	Nil	6	Nil	—
Total (UTs) . . . . .	—	346	Nil	—
GRAND TOTAL . . . . .	7.27	23,224	128	0.55

\*Provisional figures.

## ANNEXURE XI

Statement showing Rape Cases on Scheduled Castes in relation to total Rape Cases in the State

State	Percentage of SC population (1981 Census)*	Total rape cases (1982)	Rape cases of SCs (1982)	Percentage of rape cases on SC to total rape cases
1	2	3	4	5
INDIA	14.47	5,026	635	12.63
Andhra Pradesh	14.87	245	17	6.94
Assam	N/A	198	—	—
Bihar	14.51	348	97	27.87
Gujarat	7.15	97	06	6.19
Haryana	19.07	90	59	65.56
Himachal Pradesh	24.62	25	02	8.00
Jammu & Kashmir	8.31	115	05	4.35
Karnataka	N/A	60	06	10.00
Kerala	10.02	78	07	8.97
Madhya Pradesh	14.10	1,113	148	13.30
Maharashtra	7.14	504	48	9.52
Manipur	1.25	20	—	—
Meghalaya	0.41	17	—	—
Nagaland	Nil	9	—	—
Orissa	14.66	137	11	8.03
Punjab	26.86	53	8	15.09
Rajasthan	17.04	339	58	17.11
Sikkim	5.78	4	—	—
Tamil Nadu	8.35	169	2	1.18
Tripura	15.12	22	1	4.55
Uttar Pradesh	21.16	773	152	19.66
West Bengal	21.99	489	04	0.82
Total (States)	—	4,905	631	12.86
UTs				
A. & N. Islands	Nil	—	—	—
Arunachal Pradesh	0.46	6	—	—
Chandigarh	14.09	5	—	—
D. & N. Haveli	1.97	2	—	—
Delhi	18.03	69	1	1.45
Goa, Daman & Diu	2.16	—	1	—
Lakshadweep	—	—	—	—
Mizoram	0.03	35	—	—
Pondicherry	15.99	4	2	50.00
Total (UTs)	—	121	4	3.31
GRAND TOTAL	14.47	5,026	635	12.63

\*Provisional figures

# ANNEXURE XII

Statement showing Rape Cases on Scheduled Tribes in relation to total Rape Cases in States

State	Percentage of ST population* (1981 census)	Total rape cases (1982)	Rape cases on STs (1982)	Percentage of rape cases on ST to total rape cases
1	2	3	4	5
INDIA	7.27	5,026	236	4.70
Andhra Pradesh	5.93	245	12	4.90
Assam	N/A	198	—	—
Bihar	8.31	348	21	6.03
Gujarat	14.22	97	2	2.06
Haryana	Nil	90	—	—
Himachal Pradesh	4.67	25	—	—
Jammu & Kashmir	Nil	115	—	—
Karnataka	N/A	60	1	1.67
Kerala	1.03	78	2	2.56
Madhya Pradesh	22.97	1,113	164	14.73
Maharashtra	9.19	504	20	3.97
Manipur	27.30	20	—	—
Meghalaya	80.58	17	—	—
Nagaland	83.99	9	—	—
Orissa	22.43	137	—	—
Punjab	Nil	53	—	—
Rajasthan	12.21	339	14	4.13
Sikkim	23.27	4	—	—
Tamil Nadu	1.07	169	—	—
Tripura	28.44	22	—	—
Uttar Pradesh	0.21	773	—	—
West Bengal	5.63	489	—	—
Total (States)	—	4,905	236	4.81
UTs				
A. & N. Islands	11.85	—	—	—
Arunachal Pradesh	69.82	6	—	—
Chandigarh	Nil	5	—	—
D. & N. Haveli	78.82	2	—	—
Delhi	Nil	69	—	—
Goa, Daman & Diu	0.99	—	—	—
Lakshadweep	93.82	—	—	—
Mizoram	93.55	35	—	—
Pondicherry	Nil	4	—	—
Total (UTs)	—	121	—	—
GRAND TOTAL	7.27	5,026	236	4.70

\*Provisional figures

### ANNEXURE XIII

#### Rates of Financial relief to SC/ST victims of Atrocities as recommended by the Commission and adopted by different States

State/Union Territory	Death	Permanent incapacitation	Temporary incapacitation	Grievous hurt	Rape	Loss of house	Loss of immovable property	Loss of earning assets	Loss of movable property	Damage to earning means	Others
1	2	3	4	5	6	7	8	9	10	11	12
Commission's Recommendation	10,000	10,000	2,000	1,000	5,000	2,000	2,000	2,000	2,000	500	—
Kerala	10,000	10,000	—	—	5,000	4,800	*	*	*	*	*
Gujarat	10,000	10,000	2,000	1,000	5,000	2,000	2,000	2,000	2,000	500	—
Maharashtra	10,000	10,000	2,000	1,000	5,000	2,000	2,000	2,000	2,000	500	—
Uttar Pradesh	10,000	10,000	2,000	1,000	5,000	2,000	2,000	2,000	2,000	500	—
Haryana	10,000	10,000	2,000	1,000	5,000	2,000	2,000	2,000	2,000	500	—
Andhra Pradesh	10,000	10,000	2,000	1,000	5,000	1,000	500	Full assessed value			—
Bihar	10,000	5,000	1,000	500	2,000	2,000	500	1,000	500	500	—
Himachal Pradesh	10,000	10,000	2,000	1,000	5,000	2,000	2,000	2,000	2,000	500	—
Mizoram	10,000	10,000	2,000	1,000	5,000	2,000	2,000	2,000	2,000	500	—
D & N. Haveli	10,000	10,000	2,000	1,000	5,000	2,000	2,000	2,000	2,000	500	—
A & N. Islands	10,000	10,000	2,000	1,000	5,000	2,000	2,000	2,000	2,000	500	—
Rajasthan	5,000	3,000	1,000	—	2,000	2,000	—	—	1500	—	1,000**
Madhya Pradesh	5,000	1,000	—	—	—	500	—	—	250	—	200**
Tamil Nadu	2,000	2,000	500	—	—	500	—	—	250	—	—
Karnataka	2,000	2,000	500	—	1,000	500	—	—	250	—	—

\*Full assessed value of losses and in case when medical aid is required entire cost of medical treatment and loss of wages would be met by the Government.

\*\*Partial damage to house.

\*\*\*Other economic loss.

#### Notes :—

Arunachal Pradesh and Lakshadweep have reported [that there is no such problem, therefore no compensation scheme.

Assam and Pondicherry have accepted and sent their scheme to Ministry of Home Affairs for approval.

Sikkim has no such problem, but steps are taken to adopt Commission's scale.

Manipur gives no grant to atrocity victims.

Rajasthan revised the scale but not totally agreeing to Commission's scale.

Jammu and Kashmir have no Scheduled Tribes and atrocities on Scheduled Castes are negligible, therefore, no scheme.

West Bengal is ready to accept Commission's scale, if the entire amount of compensation is met by the Central Government.

Tamil Nadu, Madhya Pradesh and Karnataka recommended for a fund on matching basis (50 : 50) for atrocity victims. The Central Government has informed them that there is no such fund. Now the matter is again under consideration with these states.

Punjab, Meghalaya, Orissa, Goa Daman & Diu and Chandigarh are still considering the matter.

No reply received from Delhi, Tripura and Nagaland so far.



# ANNEXURE XIV

## Statement showing the state government departments in-charge of bonded labour

State	Name of the department or organisation
Andhra Pradesh	Social Welfare
Bihar	Labour
Karnataka	Social Welfare & Labour
Kerala	Tribal Welfare
Madhya Pradesh	Labour
Orissa	Revenue
Rajasthan	Special Schemes
Tamil Nadu	Social Welfare
Uttar Pradesh	Labour and Hill
Maharashtra	Industries, Energy & Labour
Gujarat	Labour & Employment

# ANNEXURE XV

Prosecution launched as per the information received on 20-10-83 from the Department of Labour, Government of India

Name of the State	Cases registered	Cases convicted	Cases acquitted	Amount realised as fine (Rs.)	Offending parties involved
1	2	3	4	5	6
Andhra Pradesh	1,117	54	488	62,650	61
Bihar@	1,806	43	1,005	5,577*	61
Gujarat	—	—	—	—	—
Haryana	1	1	—	—	—
Himachal Pradesh	8	—	3	—	5
Karnataka	29	2	9	—	50
Kerala	—	—	—	—	—
Maharashtra	—	—	—	—	—
Madhya Pradesh	1,006	98	866	43,365	NA
Orissa	821	74	—	—	NA
Rajasthan	1,746	83	94	—	NA
Tamil Nadu	1	1	—	200	—
Uttar Pradesh	342	117	41	990	NA
Total	6,937	673	2,506	1,13,782	177

\*Plus 6 Qtl. 70 Kg paddy and 37 Kg and 50 gm rice.

@Information in respect of two districts not received.

Note : Assam, Meghalaya, Manipur, Nagaland, Punjab, Tripura, West Bengal and Sikkim have furnished *nil* information, since no bonded labour system exists in these states.

# ANNEXURE XVI

Statement showing the number of bonded labourers identified, released and rehabilitated as on 31-12-1983 as per reports received from the State Governments

Name of the state	Number of bonded labourers identified and released	Number of bonded labourers rehabilitated	Percentage of bonded labourers rehabilitated
1	2	3	4
Andhra Pradesh	13,491	10,305	76.38
Bihar	8,365	5,604	66.99
Gujarat	63	63	100.00
Maharashtra	540	292	54.07
Madhya Pradesh	2,020	1,853	91.73
Orissa	28,869	17,095	59.22
Karnataka	62,699	40,033	63.85
Kerala	829	537	64.78
Rajasthan	6,244	6,190	99.14
Tamil Nadu	29,174	28,513	97.73
Uttar Pradesh	8,781	8,734	99.46
Total	1,61,075	1,19,219	74.01

## CHAPTER VII

### RESERVATION IN SERVICES

Articles 16(4), 320(4) and 335 of the Constitution provide safeguards for Scheduled Castes and Scheduled Tribes in services and posts under the State with a view to ensuring their adequate representation in public services. In pursuance of the above Constitutional provisions, the percentages of reservation for Scheduled Castes and Scheduled Tribes in direct recruitment/promotion were fixed and revised from time to time. These percentages are 15% and 7-1/2% for Scheduled Castes and Scheduled Tribes respectively at present. The reservation has been made applicable to *ad hoc* promotions as well with effect from 30th April, 1983.

7.2 The Government policy of reservation for Scheduled Castes and Scheduled Tribes also applies to Public (Industrial) Undertakings and Public (Commercial) Undertakings. The autonomous bodies and institutions receiving grant-in-aid from Government of India are also required to implement the guidelines on the subject.

7.3 The percentage of reservation in services/posts under the State Governments/Union Territory Administration varies from one state/Union Territory to the other and is fixed on the basis of the percentage of Scheduled Castes/Scheduled Tribes population in the respective States/Union Territories. The reservation percentage\* in all the States/Union Territories other than Himachal Pradesh, Madhya Pradesh, Manipur, Tamil Nadu, Uttar Pradesh, West Bengal and Dadra and Nagar Haveli conforms to the percentage of Scheduled Caste/Scheduled Tribe population in the respective States/Union Territories. In Himachal Pradesh, Madhya Pradesh, Manipur and Dadra and Nagar Haveli it varies from one group of posts to the other. In Tamil Nadu, separate reservation is not provided for Scheduled Tribes and only a combined reservation of 18% of the posts is provided for Scheduled Castes and Scheduled Tribes. In Uttar Pradesh and West Bengal, the percentage of reservation prescribed for Scheduled Caste population in these State. In order to remove the disparity and to clear the backlog in representation of Scheduled Castes in services, the Government of Uttar Pradesh have provided higher quota of reservation for Scheduled Castes i.e. 25% in Class III (Clerical) and 36% in Class IV. The Government of West Bengal

have increased the percentage from 15% to 25% in case of Scheduled Castes and 5% to 10% in the case of Scheduled Tribes in services where there is shortfall in their actual representation.

7.4 The concentration of tribal population in a State varies from the district to the other and the tribals do not like to move to other district for appointment in Class III and Class IV posts. The percentage of reservation being usually uniform for all the districts/areas in a State/Union Territory, the vacancies reserved for Scheduled Tribes have to lapse in the areas having low percentage of Scheduled Tribe population. Likewise, in areas having high concentration of Scheduled Tribe population, the number of posts reserved for them on the basis of overall percentage may not be adequate for them. To overcome this problem, the Government of Maharashtra have prescribed reservation in Class III and Class IV posts in districts of Thane, Nasik, Dhule, Kulaba, Yavatmal and Chandrapur proportionate to the percentage of Scheduled Tribe population in these districts. The Governments of Bihar and Gujarat have also taken similar steps in providing reservation for Scheduled Tribes in Class III and Class IV posts in the tribal districts on the basis of their population concentration in the said districts.

7.5 This method is considered to be in the interest of the tribal people, and the Commission had recommended in their Second Annual Report that the State Governments/Union Territory Administrations provide district-wise reservation for Scheduled Tribes in direct recruitment for Class III and Class IV posts proportionate to their population percentage in the districts. This recommendation of the Commission is reiterated.

7.6 The 1981 Census indicates increase in population of Scheduled Castes and Scheduled Tribes in most of the States/Union Territories. Keeping in view the decennial growth in Scheduled Castes/Scheduled Tribes population, it is necessary that the quota of reservation in services under the Government of India and in States/Union Territories be suitably increased so that the percentage of posts reserved for them is proportionate to their latest population percentage. The Commission, therefore, recommend that the Government of India and the

\*Details given in Annexures VII & VIII.

State Governments/Union Territories may review the matter and take suitable steps in providing higher quota of reservation for Scheduled Castes and Scheduled Tribes in services.

#### Representation of Scheduled Castes and Scheduled Tribes in Services under the Government of India

7.7 The Department of Personnel and Administrative Reforms in the Ministry of Home Affairs collect information on the actual representation of Scheduled Castes and Scheduled Tribes in services/posts from the Ministries/Departments under the Government of India. The information pertaining to 51 Ministries/Departments/Offices of the Government of India as on 1-1-1982 was collected from the Department of Personnel and Administrative Reforms. Information regarding the total number of Scheduled Caste/Scheduled Tribe employees and the percentages of their representation in Ministries/Departments under the Government of India is given in Annexures I, II and III. An analysis of the actual representation of Scheduled Caste and Scheduled Tribe employees in different groups of posts in these Ministries/Departments is given in the following paragraphs :

#### A-Scheduled Castes

7.8 Group A : The representation of Scheduled Castes in Group 'A' posts has exceeded the prescribed quota of 15% in Legislative Department and Department of Legal Affairs were their percentage was 16.67 and 17.48 respectively. On the other hand, there were no Scheduled Caste employees in Group 'A' Posts in the Department of Parliamentary Affairs and Cabinet Secretariat. The percentage of representation in regard to the remaining 45 Ministries/Departments of Government of India ranged from 0.26 in the Department of Space to 11.97 in the Ministry of Commerce. As many as 17 Ministries/Departments reported less than 5% representation of Scheduled Castes and the same was 5% to 10% in 28 Ministries/Departments. The shortfall in representation of Scheduled Castes was noticed in 49 out of 51 Ministries/Departments.

7.9 Group B : The representation of Scheduled Castes in Group 'B' posts ranged from 0.63% in Department of Electronics to 26.09% in Department of Company Affairs. The representation in respect of 28 Ministries/Departments varied between 5% to 10%. In 14 Ministries/Departments the same was between 10.11% to 14.85%. Only two Departments/Offices i.e. Department of Parliamentary Affairs and Department of Company Affairs have achieved the prescribed 15%. In seven Ministries/Departments the representation of Scheduled Castes was poor (less than 5%).

7.10 Group C : The representation of Scheduled Castes in Group 'C' posts in five Ministries/Departments ranged from 7.04% (Department of

Education) to 9.26% (Department of Personnel and Administrative Reforms) while in respect of 29 Ministries/Departments, it varied from 10.22% to 14.44%. It is gratifying to note that the representation of Scheduled Castes in Group 'C' posts has reached the prescribed percentage in the remaining 17 Ministries/Departments.

7.11 Group D : The actual representation of Scheduled Castes in Group 'D' posts had exceeded the prescribed percentage of reservation in as many as 47 Ministries/Departments. However the position was not satisfactory in the Department of Rehabilitation (7.85%) and Department of Coal (12.67%). In respect of the Department of Personnel and Administrative Reforms (A. R. Wing) and Department of Heavy Industry the position was nearly satisfactory, the percentages being 14.29 and 14.58 respectively.

#### B-Scheduled Tribes

7.12 Group A : The representation of Scheduled Tribes in Group 'A' posts ranged from 0.06% in Department of Atomic Energy to 5.24% in Department of Finance (Defence). There was no representation of Scheduled Tribes in 13 Ministries/Departments, while their representation was less than 2.5% in as many as 28 Ministries/Departments. In nine Ministries/Departments their representation was between 2.63% to 4.62% and only Department of Finance (Defence) achieved 5.24% of representation. None of the Ministries/Departments achieved the prescribed 7.5% of reservation provided for Scheduled Tribes.

7.13 Group B : The representation of Scheduled Tribes in Group 'B' posts ranged from 0.10% in Department of Atomic Energy to 3.84% in the Department of Science and Technology. Unfortunately there was no representation of Scheduled Tribes in the Department of Personnel and Administrative Reforms (A.R. Wing), Department of Rehabilitation, Ministry of Irrigation and Ministry of Chemicals and Fertilizers.

7.14 Group C : The Group 'C' posts also the full quota of reservation could not be achieved even by a single Ministry/Department while the representation of Scheduled Tribes was more than 5% in the Department of Economic Affairs and the Department of Coal. There was no representation of Scheduled Tribes in six Ministries/Departments of the Government of India. In the remaining 43 Ministries/Departments, representation of Scheduled Tribes in Group 'C' posts varied from 0.18% to 4.86%.

7.15 Group D : The representation of Scheduled Tribes in Group 'D' posts ranged from 0.66% to 2.39% in the Ministry of External Affairs, Department of Power, Department of Education, Department of Rehabilitation and Department of Science and Technology. The percentage of representation in 14 Ministries :

Departments ranged from 3.17 to 4.92, while the same in respect of 25 other Ministries/Departments was between 5.05 and 7.37. The prescribed quota of reservation could be achieved only by seven Ministries/Departments i.e. the Department of Personnel and Administrative Reforms, Department of Parliamentary Affairs, Department of Steel, Ministry of Information and Broadcasting, Department of Electronics,

Ministry of Railway and Ministry of Home Affairs.

7.16 The intake of Scheduled Caste and Scheduled Tribe candidates in different Ministries/Departments under the Government of India from 1-1-1965 to 1-1-1982 and increase in their actual representation during the course of the last seventeen years are indicated below :

Group of posts	Percentage of representation as on 1st January						Net increase in representation		Shortfall as on 1-1-1982	
	1965		1981		1982		From 1965 to 1982		SC	ST
	SC	ST	SC	ST	SC	ST	SC	ST		
1	2	3	4	5	6	7	8	9	10	11
A	1.64	0.27	5.46	1.12	5.49	1.17	3.85	0.90	9.51	6.33
B	2.82	0.34	8.42	1.31	9.02	1.43	6.20	1.09	5.98	6.07
C	8.88	1.14	12.95	3.16	13.39	3.47	4.51	2.33	1.61	4.03
D	17.75	3.39	19.35	5.07	23.41	7.45	5.66	4.06		0.05

7.17 It would be seen that there is an upward trend in intake of Scheduled Castes/Scheduled Tribes in services over the last seventeen years. The representation of Scheduled Castes in Group 'A' posts which was 1.64% as on 1-1-1965 has increased to 5.49% as on 1-1-1982, showing a net increase of 3.85%. Likewise, their net increase in terms of percentage of representation in Groups 'B', 'C' and 'D' posts has been 6.20, 4.51 and 5.66 respectively. In case of Scheduled Tribes, net increase in their representation in Groups 'A', 'B', 'C' and 'D' posts from 1-1-1965 to 1-1-1982 was 0.90%, 1.09%, 2.33% and 4.06% respectively.

7.18 Despite the upward trend in representation of Scheduled Castes and Scheduled Tribes in different posts, the quota of their reservation has yet to be achieved. The shortfall is pronounced in Groups 'A' and 'B' posts both for Scheduled Castes and Scheduled Tribes and in Group 'C' also in the case of Scheduled Tribes.

7.19 The Commission recommend that efforts should be made by the various Ministries/Departments of the Government of India to ensure that the shortfall in the representation of Scheduled Castes and Scheduled Tribes is made good duly keeping in view the orders issued by the Department of Personnel and Administrative Reforms vide their letter No. 36013/2/83-Estt(SCT) dated 15-3-1984 (Annexure IV).

#### Public (Industrial) Undertakings

7.20 The statistical information regarding the representation of Scheduled Castes and Scheduled Tribes in 193 Public Enterprises of the Government of India as on 1-1-1983 was collected from the Bureau of Public Enterprises. Out of 193 Public Undertakings, no information was on record in respect of 18 Undertakings,

such as a Banana and Fruit Development Corporation, Jute Corporation of India Ltd., Trade Fair Authority of India, Rajasthan Drugs and Chemicals Ltd., Bengal Chemicals and Pharmaceuticals Ltd., Central Mine Planning and Design Industries, Coal India Ltd., Eastern Coal Fields Ltd., Indian Medicines Pharmaceutical Corporation Ltd., Weighbird India Ltd., Bharat Tea Company Ltd., Basmatia Tea Corporation Ltd., Mini Tea Company Ltd., Murphenleni (Assam) Tea Company Ltd., Rajgarh Tea Company Ltd., National Cycle Corporation Ltd., United India Insurance Company Ltd., and Educational Consultants Ltd. etc. The information regarding representation of Scheduled Castes/Scheduled Tribes in services under the remaining Public Undertakings given in Annexure V.

#### Scheduled Castes

7.21 Group A : Only four Undertakings could achieve the prescribed quota of reservation in Group 'A' posts. The position in the remaining 170 Undertakings are generally unsatisfactory. In fact, as many as 37 of these had no Scheduled Castes employee in Group 'A'.

7.22 Group B : The position of intake of Scheduled Castes was satisfactory only in seven Undertakings, namely, Telecommunication Consultants (I) Ltd., Engineering Projects (I) Ltd., Sambhar Salts Ltd., Bharat Gold Mines Ltd., Mineral Exploration Corporation Ltd., Air India and International Airports Authority of India. In the case of remaining 167 Undertakings, the position was far from satisfactory. In fact, 20 of such Undertakings did not have a single Scheduled Caste employees.

7.23 Group C : In Group 'C' posts also, the overall, position of representation of Scheduled Castes was not satisfactory. Only 34 (out of 174) Undertakings had achieved the prescribed



percentage of reservation. Seven Undertakings had no Scheduled Caste employee at all in Group 'C'.

**7.24 Group 'D' :** In 88 Undertakings, the actual intake of Scheduled Castes was more than the prescribed percentage. The position in 31 Undertakings was satisfactory which reported more than 10% representation while in 35 Undertakings, the same was less than 10%. Unfortunately nine Undertakings did not have even a single Scheduled Caste employee in the Group 'D' posts.

#### Scheduled Tribes

**7.25 Group 'A' :** The representation position was unsatisfactory in respect of all the Undertakings except Maharashtra Antibiotics and Pharmaceuticals Ltd. (11.76%) and Nagaland Pulp & Paper Company Ltd. (22.34%). The Scheduled Tribes were not represented at all in 73 Undertakings.

**7.26 Group 'B' :** In Group 'B' posts, the representation exceeded the prescribed quota of reservation in seven Undertakings, while it was poor in the rest of the Undertakings. Seventy-eight Undertakings had no Scheduled Tribes employees in this Group at all.

**7.27 Group 'C' :** Full quota of representation in Group 'C' posts was achieved by 22 Undertakings while the representation in the remaining Undertakings was not satisfactory. There was no representation of Scheduled Tribes in 36 Undertakings.

**7.28 Group 'D' :** The representation in Group 'D' posts in 39 Undertakings exceeded the prescribed percentage and in the remaining Undertakings it ranged from 0.05 to 6.35.

**7.29** The following Table indicates the overall representation position of Scheduled Castes and Scheduled Tribes in 174 Undertakings :

Category of post	Total No. of employees	Representation of Scheduled Castes and Scheduled Tribes			
		SC	Percentage	ST	Percentage
Group A . . . . .	1,15,902	4,131	3.56	928	0.80
Group B . . . . .	1,04,498	5,772	5.52	1,906	1.82
Group C . . . . .	10,59,628	1,70,465	16.09	77,328	7.30
Group D . . . . . (Excluding Sweepers)	5,31,988	1,82,350	34.28	51,547	9.69
Total . . . . .	18,12,016	3,62,718	20.01	1,31,709	7.27

**7.30** An analysis of the information given in the above Table reveals that, while in the case of Groups 'C' and 'D' posts the representation position was happy in case of Scheduled Castes, it was not so in respect of Groups 'A' and 'B' posts. As regards Scheduled Tribes, the prescribed percentage was exceeded in the case of Group 'D' posts and was nearly achieved in the case of Group 'C' posts. The position in respect of the groups 'A' and 'B' posts was unsatisfactory.

**7.31** Poor representation of Scheduled Castes and Scheduled Tribes in Groups 'A' and 'B' posts is reportedly due to non-availability of eligible Scheduled Castes/Scheduled Tribe candidates in adequate numbers. The low level of intake prior to introduction of reservation policy and dearth of candidates in the feeder cadres for getting the benefits of reservation in promotion to the higher grades also account for shortfalls. The low intake of Scheduled Tribes is particularly attributable to non-availability of suitable technically qualified persons for recruitment to higher posts, as also their unwillingness to take up jobs at distant places.

**7.32** The position of representation of Scheduled Castes and Scheduled Tribes in the various Public (Financial) Undertakings as on 1-1-1983 is given in Annexure VIII to this Chapter and

the same is discussed in the succeeding paragraphs.

#### A—Nationalised Banks

##### Scheduled Castes

**7.33** The overall representation of Scheduled Castes in officers, clerks and sub-staff posts in respect of the Nationalised Banks was 5.31%, 12.60% and 23.06% respectively. The bankwise position in respect of these three categories is discussed below :

**Officers :** The representation of Scheduled Castes in the officers cadre ranges from 0.21% (Punjab & Sind Bank) to 9.44% (Bank of Maharashtra). The position of representation was highly unsatisfactory in the six recently nationalised banks (less than 1%).

**Clerks :** The representation of Scheduled Castes in the clerks grade was on the higher side in the Punjab National Bank, United Bank of India, Union Bank of India and Indian Overseas Bank, the percentage of representation being 15.14, 16.73, 15.47 and 21.17 respectively. The position was satisfactory in respect of 10 banks where the percentage of the representation ranged from 10.06 to 14.87. In the remaining banks, the representation was unsatisfactory.

**Sub-Staff :** Barring the case of United Bank of India, Punjab & Sind Bank, Oriental Bank of Commerce, Vijaya Bank and New Bank of India, the percentage representation of Scheduled Castes for sub-staff in the Nationalised Banks exceeded the prescribed level. Even in the case of the abovementioned five banks, the position was not very unsatisfactory.

### Scheduled Tribes

7.34 The overall representation of Scheduled Tribes in all the Nationalised Banks in officers, clerks and sub-staff posts was 1.29%, 2.23% and 4.04% respectively. The Bankwise position in respect of the above three categories is discussed below :

**Officers :** The representation of Scheduled Tribes in the officers cadre was nil in the two banks viz. Punjab and Sind Bank and Corporation Bank while it was only 3.53% in Bank of India and 3.21% in Indian Bank. In the remaining banks, the percentage of Scheduled Tribe officers ranged from 0.14 to 2.73.

**Clerks :** The representation of Scheduled Tribes in the clerks grade in none of the 20 Nationalised Banks was satisfactory (0.15% to 3.65%).

**Sub-staff :** The representation of Scheduled Tribe in Sub-staff cadre ranged from 0.06% (Punjab and Sind Bank) to 9.85% (Dena Bank).

### B— State Bank of India and its Subsidiaries

#### Scheduled Castes

7.35 The overall representation of Scheduled Castes was 3.22%, 13.72% and 21.33% in officers, clerks and sub-staff posts respectively in the State Bank of India and its subsidiary Banks. The bankwise position in respect of the above three categories is discussed below :

**Officers :** The representation of Scheduled Castes in officers grade in the State Bank of India and its seven subsidiaries ranged from 2.46 % to 6.93 %. The position is unsatisfactory.

**Clerks :** The representation of Scheduled Castes in clerks grade ranged from 7.93% (State Bank of Hyderabad) to 16.39% (State Bank of Patiala). While the position in the State Bank of Patiala and State Bank of Bikaner and Jaipur was satisfactory, the same called for improvement in the remaining banks.

**Sub-staff :** The percentage of Scheduled Castes in sub-Staff posts was satisfactory in all the banks in question except in the case of State Bank of Hyderabad and State Bank of Saurashtra. The representation of Scheduled Castes was more than 20% in the case of State Bank of India, State Bank of Bikaner and Jaipur, State Bank of Indore, State Bank of Patiala and State Bank of Travancore.

### Scheduled Tribes

7.36 The overall representation of Scheduled Tribes in officers, clerks and sub-staff posts in the State Bank of India and its subsidiaries was 0.64%, 3.31% and 4.69% respectively. The details are discussed below :

**Officers :** The position was highly unsatisfactory as in no case the representation exceeded one percent.

**Clerks :** None of these banks was able to achieve the prescribed percentage.

**Sub-staff :** The prescribed percentage was exceeded only in the case of one bank, namely, State Bank of Indore (8.55%). In case of the remaining banks the position was generally unsatisfactory as the representation percentage ranged from 1.57 to 5.18.

### C—Other Financial Institutions

#### Scheduled Castes

7.37 The overall representation of Scheduled Castes was 5.20%, 12.35% and 21.29% in officers, clerks and sub-staff posts respectively. The categorywise position follows :

**Officers :** The position in all the Institutions was unsatisfactory.

**Clerks :** The position was satisfactory except in the case of Industrial Reconstruction Corporation of India.

**Sub-staff :** The prescribed percentage of representation was exceeded in the case of all the Institutions. In fact the actual representation percentage was as high as 28.34 in the case of Industrial Finance Corporation of India.

#### Scheduled Tribes

7.38 The overall representation of Scheduled Tribes in officers, clerks and sub-staff posts was 0.76%, 5.38% and 5.13% respectively. The details are given below :

**Officers :** The overall position was dismal.

**Clerks :** In no case the prescribed percentage (7-1/2) was achieved. The Industrial Reconstruction Corporation of India Ltd. did not have even a single Scheduled Tribe clerk of their strength.

**Sub-staff :** The overall position was unsatisfactory. In the case of Industrial Finance Corporation of India, the position was particularly bad (1.6%).

### Studies conducted by the Commission's Field Offices on representation of Scheduled Castes/ Scheduled Tribes and implementation of service safeguards in Public Undertakings

7.39 During the year 1982-83, the Field Offices of this Commission conducted studies on six Public Undertakings to review the working of

service safeguards provided for Scheduled and Scheduled Tribes and the important aspects thereof are given below :

#### **Khetri Copper Complex, Khetri, Rajasthan**

The shortfall of representation of SCs in Group 'A' and Group 'B' posts was to the extent of 10.95% and 8.38% respectively while in case of Scheduled Tribes it was 6.65% and 6.77%. The low representation of Scheduled Castes/Scheduled Tribes was due to non-availability of suitable candidates for technical posts from feeder cadres ;

The procedure prescribed for dereservation of posts was not being followed by the Company ;

The rosters maintained were not properly inspected by the Liaison Officers and entries made in the rosters were not checked by him regularly. The only Assistant provided for looking after the grievances of Scheduled Caste/Scheduled Tribe employees was also assigned other duties ; and

The Company did not notify the vacancies of All India character in the national newspapers and number of posts reserved for Scheduled Caste and Scheduled Tribe candidates were not specified in the advertisements.

#### **Instrumentation Limited, Kota**

The Government directives regarding reservation policy were only implemented in the years of 1972 and 1976 in direct recruitment and posts filled in by promotion, although these orders were issued in 1969 and 1973 respectively. This shows that the time taken in implementation of Government Orders was 3 years in both the cases. The intake of Scheduled Castes and Scheduled Tribes in all Grades/Groups of services was less than the prescribed percentages. The total number of employees in the unit as on 31st December, 1982 was 3701 out of which 484 (13.1%) belonged to Scheduled Castes and 118 (3.2%) belonged to Scheduled Tribes ;

While advertising the posts/vacancies, the number of posts reserved for Scheduled Castes/Scheduled Tribes was not being specified ;

The Company was following the procedure of promotion by upgrading the posts, and no reservation was provided for Scheduled Castes/Scheduled Tribes in such cases ;

The procedure of carry-forward of unfilled reserved vacancies and exchange

of posts between Scheduled Castes and Scheduled Tribes in the third year of recruitment was not being followed properly ;

5. Officers belonging to Scheduled Castes/Scheduled Tribes were not being nominated on Departmental Promotion Committees/Selection Committees ;
6. The Liaison Officer had not carried out any inspection of rosters and there was no separate staff provided to him to attend to the grievances of Scheduled Caste/Scheduled Tribe employees.

#### **(c) Hindustan Zinc Limited, Udaipur**

1. The intake of Scheduled Castes/Scheduled Tribes in Groups 'A' and 'B' posts was far below the prescribed quota of reservation and this was reported to be due to dearth of suitable Scheduled Caste/Scheduled Tribe candidates ;
2. Posts of Sweepers, Peons, Gate Keepers, Mazdoors, Khallasis, Cleaners etc. were included in Group 'C' which is contrary to the instructions as stipulated in the Brochure on Reservation of Scheduled Castes/Scheduled Tribes in posts/services under Public Sector Undertakings. Such posts should have been included in Group 'D' ;
3. No roster was being maintained in respect of promotional posts ;
4. Number of posts reserved for Scheduled Castes/Scheduled Tribes, and other details like exact years of age relaxation and relaxation in experience and educational qualifications were not clearly specified in requisitions/advertisements. The procedure for maintenance of rosters was not being followed and a common roster was maintained for the posts of Groups 'A', 'B' and 'C' in direct recruitment ;
5. Though Deputy General Manager (Personnel) was nominated as Liaison Officer, he did not get independent supporting staff to attend to the grievances of Scheduled Caste/Scheduled Tribe employees ; and
6. Scheduled Caste/Scheduled Tribe Officers were not being associated with Departmental Promotion Committees/Selection Boards.

#### **(d) Indian Bank, Madras**

1. It was observed that the position of representation of Scheduled Castes/Scheduled Tribes as on 31-12-1982 in officers cadre was 8.56% and 3.01% as against the prescribed quota of 15% and 7-1/2% respectively. In the clerical cadre, the representation stood at 14.9% and 1.34% for Scheduled Castes and

Scheduled Tribes respectively which indicates shortfalls in representation of Scheduled Tribes. The representation of Scheduled Tribes in sub-staff cadre was also less than the prescribed percentage ;

2. The Bank did not co-opt any Scheduled Caste/Scheduled Tribe member on the interview panels ;
3. The reservation principle was not being applied while confirming employees ;
4. Separate rosters for promotion posts and direct recruitment were not being maintained. The procedure relating to carry-forward of reserved vacancies/dereservation of reserved posts etc. was also not being followed ; and
5. The Liaison Officer was not carrying out regular inspection of the rosters.

**(e) The Indian Overseas Bank**

1. As on 31-3-1983, the percentage of Scheduled Castes and Scheduled Tribes in the Officers cadre was 8.28 and 2.58 respectively. In clerical and subordinate cadres the representation of Scheduled Castes was satisfactory, but the backlog continued to exist in case of Scheduled Tribes in all cadres as sufficient number of eligible Scheduled Tribe Candidates were not available ;
2. Rosters were also not being maintained properly and the cycling was not followed for sub-staff and officers' cadres. The roster for sub-staff was not made upto-date after 10-1-1983 ; and
3. Common interviews were conducted for Scheduled Caste/Scheduled Tribe employees as a result of which the Scheduled Caste/Scheduled Tribe candidates were judged along with general candidates.

**(f) North Eastern Electric Power Corporation Ltd., Shillong**

1. As against the 5.7 percent reservation to be made for Groups 'C' and 'D' posts, (on the basis of the Scheduled Castes population percentage in the North Eastern Region), the actual reservation in these posts was only 4 percent ;
2. The shortfall in actual representation of Scheduled Castes in Group 'A' was to the extent of 100% and in Group 'B' posts, the shortfall was 13.1% respectively. The representation of Scheduled Tribes was inadequate in Group 'B' and Group 'C' posts; and
3. In case of promotions, in Groups 'A' and 'C' posts shortfall was noticed in case of Scheduled Castes while in case of Scheduled Tribes their intake exceeded the prescribed quota.

**Commission's meetings with the Public Undertakings**

7.40 During the year under report the Commission had meetings with the representatives of two Public Undertakings, namely, State Trading Corporation of India Ltd. (11-10-82) and Bharat Heavy Electricals Ltd. (12-10-82) to review the working of service safeguards in these Undertakings.

7.41 In the case of State Trading Corporation of India Ltd., it was noted that only 15% of the Group 'A' posts were filled by direct recruitment and the remaining 85% through promotion. As sufficient number of Scheduled Caste and Scheduled Tribe candidates in the feeder posts were not available, only limited benefits could be derived by Scheduled Castes/Scheduled Tribes in the matter of promotion to Group 'A' posts. The Executive Director of the Corporation stated that two training programmes were being introduced for recruitment of Scheduled Castes and Scheduled Tribes for the posts of Office Managers (Accounts) in Group 'B' and Stenographers (Group 'C'). Ten Scheduled Caste/Scheduled Tribe candidates were selected and provided training for Office Managers (Accounts) and 32 trained for Stenographers. In the case of recruitment in Group 'C' posts, it was pointed out that considerable delay was resulting on account of the official procedure in approaching the Employment Exchanges. The posts were not allowed to be advertised unless non-availability certificate is issued by the Employment Exchanges. The representatives of the Corporation pleaded that this could be avoided if they were given a free hand to directly advertise the reserved vacancies. The Commission felt that as and when Scheduled Caste/Scheduled Tribe candidates were available, a panel may be made by the Corporation for recruitment of suitable Scheduled Caste/Scheduled Tribe candidates instead of waiting for advertisement and interviews. The question of allowing the Corporation to advertise the reserved vacancies of Group 'C' posts without waiting for the clearance from the Employment Exchange was taken up by the Commission with the Bureau of Public Enterprises. Their reply is awaited.

7.42 In the Commission's meeting with the Bharat Heavy Electricals Ltd., the Chairman of BHEL stated that the intake position of Scheduled Castes and Scheduled Tribes in the Undertaking had improved during recent years. Out of the 252 vacancies notified during 1982, 162 were filled in by Scheduled Caste and Scheduled Tribe candidates. Relaxed standards were adopted for selection of these candidates. For promotion, all the employees were upgraded to the next higher rank after completing the qualifying years of service and given benefits of salary of higher grade, even if posts in the higher grades are not available.

7.43 The position stated in the preceding paras makes it amply clear that all is not well

with the Public Sector Undertakings in so far as representation of Scheduled Castes/Scheduled Tribes in services is concerned. The Commission had made specific recommendations in this regard in their earlier Annual Reports but it appears the same have not been acted upon in right earnest. The Commission recommends that immediate steps should be taken by the Public Sector Undertakings to remedy the situation.

7.44 The Commission further recommends as under :

- (i) the existing procedure of inviting list of eligible Scheduled Caste/Scheduled Tribe candidate from the Employment Exchanges for Group 'C' and Group 'D' posts be liberalised by allowing the Public Sector Undertakings to notify such vacancies in the newspapers making it obligatory for the candidates to be on the live register of the Employment Exchanges. The Bureau of Public Enterprises may take expeditious steps in this regard.
- (ii) the North East Electric Power Corporation, Shillong should ensure that the reservation percentage for the Scheduled Castes in Group 'C' and Group 'D' posts matches their respective population percentage in the region.

#### Representation of Scheduled Castes and Scheduled Tribes in services in the State Governments and Union Territory Administrations

7.45 The information regarding the actual representation of Scheduled Castes and Scheduled Tribes in services has been received from only 8 State Governments (Andhra Pradesh, Haryana, Karnataka, Maharashtra, Punjab, Rajasthan, Tripura and West Bengal) and 4 Union Territory Administrations (Chandigarh, Dadra & Nagar Haveli, Delhi and Pondicherry) as detailed in Annexure VII and VIII. The position of representation in different classes of posts in these States/Union Territories is discussed below :

#### Scheduled Castes

7.46 Class I posts : The actual representation of Scheduled Castes in Class I posts ranged from 2.1% (Haryana and Pondicherry) to 14.28% (Dadra & Nagar Haveli). Their representation was far below the prescribed percentage in all the above States/Union Territories, except in Dadra & Nagar Haveli.

7.47 Class II posts : The actual representation of Scheduled Castes in Class II posts exceeded the prescribed quota of reservation in the Union Territory Administration of Dadra and Nagar Haveli. The actual representation of Scheduled Castes in such posts in Haryana, Karnataka, Maharashtra, Punjab, Rajasthan and Tripura was 4.2%, 6.32%, 8.67%, 10.62%, 8.42% and 5.03% respectively.

7.48 Class III posts : The actual representation of Scheduled Castes in Class III posts was less than the prescribed quota in all the States/Union Territories in question except Dadra & Nagar Haveli. The percentage of their actual representation ranged between 8.15 (Haryana) to 14.93 (Rajasthan).

7.49 Class IV posts : The representation of Scheduled Castes in Class IV posts was more than the prescribed quota in all the States and Union Territories under report, except Tripura and Pondicherry.

#### Scheduled Tribes

7.50 Class I posts : There was no Scheduled Tribe in Class I posts in the States of Haryana, Punjab and Pondicherry. With regard to the States of Karnataka, Maharashtra, Rajasthan, Tripura and Union Territory of Delhi, their representation was 0.74%, 1.26%, 2.80%, 2.74% and 0.65% respectively. In none of the above States/Union Territory the prescribed quota was achieved.

7.51 Class II posts : The representation of Scheduled Tribes in Class II posts was low in the States of Karnataka, Maharashtra, Rajasthan, Tripura and Union Territories of Dadra and Nagar Haveli, Delhi and Pondicherry.

7.52 Class III posts : Actual representation of Scheduled Tribes in Class III posts was not satisfactory in all the 12 States/Union Territories.

7.53 Class IV posts : There was shortfall in representation of Scheduled Tribes even in this class of employees in all the States/Union Territories under discussion except Dadra and Nagar Haveli (78.68%).

#### Special Coaching Scheme for Scheduled Castes and Scheduled Tribes

7.54 The desirability of providing pre-recruitment training for improving the intake of Scheduled Caste and Scheduled Tribe candidates in services needs no emphasis. A survey conducted by the Directorate General of Employment and Training during January to November 1978 to ascertain post-training careers of trainees of special coaching scheme for Scheduled Caste/Scheduled Tribe job seekers, has revealed that this training helped about 60% of the trainees in coming out successful in interviews for securing jobs.

7.55 The Directorate General of Employment and Training, Ministry of Labour and Rehabilitation have been implementing since 1973 a special coaching scheme for Scheduled Caste and Scheduled Tribe job seekers registered with the Employment Exchanges at Delhi and Ghaziabad. Under this scheme, 500 students are given intensive training to assist them in preparing for various competitive examinations and selection tests held for recruitment to the posts of Stenographers and Clerks. The objective of this

scheme is to promote employability of the Scheduled Caste and Scheduled Tribe candidates seeking assistance through the Employment Exchanges.

7.56 Encouraged by the results of the above coaching scheme, it was extended during 1981-82 for implementation in the States of Andhra Pradesh, Madhya Pradesh, Uttar Pradesh, Bihar and Maharashtra with an intake capacity of 100 trainees in each State. Andhra Pradesh and Bihar have not yet taken advantage of this scheme.

#### Coaching-cum-Guidance Centres for Scheduled Castes and Scheduled Tribes

7.57 Keeping in view the high rate of dere-servation of reserved vacancies in the grade of Stenographers, a scheme to provide training to Scheduled Caste and Scheduled Tribe candidates in Shorthand and Typewriting was introduced in Coaching-cum-Guidance Centres at Delhi, Madras, Kanpur, Ranchi, Trivandrum, Hyderabad, Calcutta, Jaipur, Surat and Jabalpur.

#### Pre-Examination Coaching Centres

7.58 In order to prepare the Scheduled Caste and Scheduled Tribe candidates for competitive examinations and selection tests held for recruitment to various All India Services, State Civil Services, Clerical posts (in Central/State Governments), Probationary Officers in banks and other services in the Life Insurance Corporation, General Insurance Corporation, etc. 59 Pre-Examination Coaching Centres were being run in the country during the year under report. Out of these Centres, 23 were run through non-Government institutions and 36 by State Governments/Union Territory Administrations. The State/Union Territory-wise location of these Centres is given below :

Sl. No.	Location of the Centres	No. of Centres
1	2	3

#### A—Centres run through non-Government Institutions

1	Andhra Pradesh	1
2	Assam	1
3	Gujarat	3
4	Haryana	1
5	Jammu & Kashmir	1
6	Karnataka	1
7	Madhya Pradesh	1
8	Maharashtra	3

Sl. No.	Location of the C.
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1	2
9	Punjab
10	Tamil Nadu
11	Uttar Pradesh
12	Delhi

Sl. No.	Location of th
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1	2
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#### B—Centres run through ments/Union Territory

1	Andhra Pradesh
2	Assam
3	Bihar
4	Gujarat
5	Haryana
6	Himachal Pradesh
7	Karnataka
8	Kerala
9	Madhya Pradesh
10	Manipur
11	Meghalaya
12	Nagaland
13	Orissa
14	Punjab
15	Rajasthan
16	Tamil Nadu
17	Uttar Pradesh
18	West Bengal
19	Delhi
20	Pondicherry

\*Including 2 Feeder Centres palli.

7.59 Two Centres one Regional College of Engineering, Allahabad and at Motilal Nehru College of Engineering, Allahabad. All India Engineering Service. 17 Centres impart coaching to Scheduled Caste and Scheduled Tribe candidates for other All India Services.



7 60 The position regarding number of trainees admitted/qualified and placed in services is given below in respect of some of the Centres

Sl. No.	Name of the Centre	Number of trainees		Year of reference
		Admitted	Qualified and placed in service	
1	2	3	4	5
<b>A—All India Services Examination</b>				
1	All India Services Pre-examination Training Centre, Kurukshetra.			
	—Preliminary . . . . .	20	—	1982
	—Main . . . . .	3	—	1982
	—Preliminary . . . . .	14	—	1983
2	IAS Pre-Examination Coaching Centre, Patiala . . . . .	543	36	1970-71 to 1982-83
3	Coaching Centre for IAS, Kolhapur . . . . .	15	NA	1982-83
4	Pre-Examination Training Centre, Madras . . . . .	745	45	1966 to 1982-83
5	Pre-Examination Training Centre, Allahabad . . . . .	1,536	182	1959—82
6	All India Services Pre-Examination Training Centre, Garhwal . . . . .	18	—	1982
7	Pre-Examination Training Centre, Osmania University Campus, Hyderabad . . . . .	348	18	1976—83
8	Pre-Examination Training Centre, Gauhati University . . . . .	33	2	1978—82
9	Pre-Examination Training Centre, Ahmedabad . . . . .	901*	55*	1970-71 to 1983-84
10	All India Services Pre-Examination Training Centre, Shillong . . . . .	273	39	1975—83
11	Pre-Examination Training Centre for Engineering Services Examination, Tiruchirapalli . . . . .	225	46	1974—82
<b>B—State Services/Other recruitments etc.</b>				
12	Himachal Pradesh Institute of Public Administration, Simla . . . . .	27	6	1981-82
		48	10	1982-83
13	Coaching for Banking Services Examination, Mysore . . . . .	70	—	1981-82
		136	—	1982-83
14	Pre-Examination Training Centre, Bangalore . . . . .	796	71	1973-74 to 1982-83
15	Scheduled Caste/Scheduled Tribe State Services Pariksha Purva Prashikshan Kendra, Allahabad . . . . .	567	311	1970—82
16	All India Services Pre-Examination Training Centre, Garhwal . . . . .	17	—	1982
17	Pre-Examination Training Centre, Trivandrum . . . . .	13	6	1981-82
	—Unit-I (Graduate) . . . . .	50	15	1981-82
	—Unit-II (Non-Graduate) . . . . .	88	17	1982-83
	—Unit-II (Non-Graduate) . . . . .	751	507	1970-71 to 1982-83
18	Pre-Examination Training Centre, Ernakulam . . . . .			1983-84
19	Pre-Examination Training Centre, Jalpaiguri . . . . .	50	—	1983-84
20	Pre-Examination Training Centre, Jaipur . . . . .	389+	42+	1973—82
21	Pre-Examination Training Centre, Hyderabad . . . . .	944	88	1970-71 to 1982-83
22	Pre-Examination Training Centre, New Delhi . . . . .	3,680	493	1969-70 to 1982-83
23	Pre-Examination Training Centre, Pondicherry . . . . .	18	3	1982-83
		15	3	1983-84

\*Includes figures for various other examinations also.

†Includes figures for I. A. S. examination also.

7.61 It would be seen that the performance of the Pre-Examination Coaching Centres is generally not upto the mark and the proportion of the Scheduled Caste and Scheduled Tribe trainees who passed and got employment to the total number of such trainees admitted was very low. In order to improve the performance of these Centres and make them result-oriented, the Commission had recommended earlier that the training period for those preparing for All India Services be increased from nine months to one year. Professors/Subject Specialists from reputed Institutions should be invited to deliver lectures and intensive coaching be given for preparing the candidates both for written examination and *viva voce*. The said recommendations of the Commission are reiterated.

#### Appreciation Courses/Orientation Programmes conducted by the Institute of Secretariat Training and Management

7.62 In order to familiarise the officers and staff working in the various Ministries/Departments in the Government of India with the service safeguards provided for Scheduled Castes and Scheduled Tribes, the Institute of Secretariat Training and Management has been conducting appreciation courses/Orientation programmes from time to time. The Appreciation Course is intended for Liaison Officers of the rank of Director, Deputy Secretary and Under Secretary whereas the Orientation Programme is meant for Section Officers/Assistants in the Ministries/Departments and for officers of equivalent levels in attached offices.

7.63 The appreciation courses/orientation programmes conducted by the Institute from 1978-79 to 1983-84 are detailed below :

Course	Year	No. of courses conducted	No. of officers trained
1 Appreciation Course for Liaison Officers, Deputy Secretaries, Under Secretaries, etc.	1978-79	1	24
	1979-80	4	75
	1980-81	3	56
	1981-82	3	56
	1982-83	3	59
2 Orientation Programme for Section Officers and Assistants, etc.	1978-79	2	55
	1979-80	4	131
	1980-81	4	118
	1981-82	2	19
	1982-83	4	137

7.64 At present the appreciation courses/orientation programmes are being conducted in Delhi only. The Commission feel that the Department of Personnel and Administrative Reforms may consider arranging the said Courses/Programmes outside Delhi as well, so that maximum number of officers/staff can be benefited.

#### Universities

7.65 This Commission have received information regarding representation of Scheduled Castes/Scheduled Tribes in teaching as well as non-teaching posts in respect of 44 Universities (including 5 Institutions deemed to be Universities) only. The details in respect of teaching posts are given in Annexure XI to this Chapter. It may be mentioned at the outset that none of the five Institutions which are deemed to be Universities has even a single Scheduled Caste/Scheduled Tribe lecturer. As regards the position of representation of Scheduled Castes/Scheduled Tribes in the remaining 39 Universities, it is noted that in 24 Universities the representation of Scheduled Castes in the posts of lecturer to which only reservation orders apply ranged from 0.31% (Lucknow University) to 10.60% (Nagpur University). None of the remaining 15 Universities had any Scheduled Caste lecturer. With regard to representation of Scheduled Tribes in the posts of lecturer in the Universities under discussion, the representation was nil in 31 Universities. In the remaining eight Universities, the representation ranged from 0.52% (Viswa Bharati University) to 31.28% (North Eastern Hill University).

7.66 Non-teaching posts : Information regarding representation of Scheduled Castes and Scheduled Tribes in the non-teaching posts was available only in respect of 40 Universities and 6 Institutions deemed to be Universities (Annexure XII).

7.67 The representation of Scheduled Castes and Scheduled Tribes in non-teaching posts also does not project a satisfactory picture in most of the Universities. In administrative (Class I and Class II) posts, the representation of Scheduled Castes was satisfactory only in Gulbarga University (26.67%). In the case of Scheduled Tribes, the overall position of representation was very bad as 42 Universities did not have even a single Scheduled Tribe employee. In the remaining 4 Universities viz. North Eastern Hill University, Sardar Patel University, Gulbarga University and Viswa Bharati University, the percentage of representation was 56.09, 9.09, 6.06 and 1.03 respectively.

7.68 In clerical posts (Class III), only 3 Universities have succeeded in providing adequate representation to Scheduled Castes, while 4 others reported more than 10% of representation. In respect of others, the intake of Scheduled Castes is negligible. As regards Scheduled Tribes

the prescribed quota of their representation has been achieved only in North Eastern Hill University (59.59%), Mangalore University (11.47%) Dibrugarh University (8.22%) and South Gujarat University (7.65%)

7.69 The representation of Scheduled Castes in subordinate posts is satisfactory in case of 23 Universities/Institutions, while it is not adequate in rest of the 23 Institutions. Except in 7 Universities, the intake of Scheduled Tribes in subordinate posts continues to be less than the prescribed quota of  $7\frac{1}{2}$  %.

7.70 In view of the low representation of Scheduled Castes and Scheduled Tribes in teaching and non-teaching posts in most of the Universities/Institutions, the Commission strongly feel that the Ministry of Education may adopt

suitable measures for ensuring adequate representation of Scheduled Castes and Scheduled Tribes in all the Universities. Failure on the part of any University to implement the guidelines providing for reservation of Scheduled Castes and Scheduled Tribes in teaching and non-teaching posts be viewed seriously to the extent that the University Grants Commission may withhold their grants.

**Relief provided to Scheduled Caste and Scheduled Tribe representationists in service matters**

7.71 During the year ending 31-12-83 the Commission secured relief for 133 representationists working in various Government offices in the matter of promotion, confirmation and grant of other concessions.

## ANNEXURE

Statement showing Total Number of Employees  
among them in various Ministries/Departments of

Sl. No.	Name of the Ministry/ Department	Actual Representation									
		Group A					Group B				
		Total	SC	%	ST	%	T	SC	%	ST	%
1	2	3	4	5	6	7	8	9	10	11	12
1	Prime Minister's Office	19	1	5.26	—	—	78	7	8.97	1	1.28
2	Department of Food	199	22	11.06	6	3.02	475	58	12.21	8	1.68
3	Legislative Department	60	10	16.67	1	1.67	108	14	12.96	2	1.85
4	Department of Legal Affairs	143	25	17.48	5	3.50	193	19	9.84	2	1.04
5	Department of Personnel & Administrative Reforms (AR Wing)	24	1	4.17	—	—	46	3	6.52	—	—
6	Parliamentary Affairs	7	—	—	—	—	38	6	15.79	1	2.63
7	Department of Company Affairs.	226	19	8.41	5	2.21	223	16	26.09	1	0.45
8	Ministry of Works and Housing.	1,028	70	6.81	9	0.88	2,497	190	7.61	22	0.88
9	Cabinet Secretariat	14	—	—	—	—	70	6	8.57	2	2.86
10	Bureau of Public Enterprises	55	5	9.09	1	1.82	74	7	9.46	1	1.35
11	Department of Electronics	149	3	2.01	—	—	158	9	0.63	1	0.63
12	Department of Space	2,266	6	0.26	—	—	1,268	12	0.95	1	0.78
13	Department of Coal	69	2	2.90	—	—	161	16	9.94	3	1.86
14	Department of Culture	258	23	8.91	4	1.55	553	47	8.50	12	2.17
15	Department of Agriculture Re- search and Education.	4,578	204	4.46	35	0.76	1,356	119	8.78	14	1.03
16	Ministry of External Affairs	718	71	9.89	31	4.32	1,722	133	1.92	13	0.17
17	Department of Atomic Energy.	5,245	29	0.55	3	0.06	2,868	47	1.64	3	0.10
18	Department of Steel	55	3	5.45	—	—	71	10	14.08	1	1.41
19	Ministry of Irrigation	1,302	71	5.45	8	0.61	842	47	5.58	—	—
20	Department of Agriculture & Co-operation.	724	65	8.98	10	1.38	1,407	114	8.10	22	0.14
21	Ministry of Information & & Broadcasting.	1,466	88	6.00	29	1.98	3,089	318	10.29	91	2.95
22	Ministry of Communications	175	13	7.43	—	—	521	47	9.02	2	0.38
23	Ministry of Civil Supplies	65	5	7.69	3	4.62	134	13	9.70	3	2.24
24	Ministry of Rural Develop- ment.	162	11	6.79	3	1.85	542	44	8.12	12	2.21
25	Department of Revenue	2,903	250	8.61	92	3.17	6,911	847	12.26	114	1.65
26	Ministry of Civil Aviation	1,009	9	0.89	8	0.79	1,655	182	11.00	35	2.11
27	Ministry of Railways	5,314	491	9.24	102	1.92	5,585	746	13.36	175	3.13
28	Ministry of Defence	5,983	283	4.73	31	0.52	5,841	493	8.44	35	0.60
29	Ministry of Home Affairs	3,771	138	0.48	83	2.20	3,091	216	6.99	60	1.94
30	Department of Economic Affairs.	302	23	7.62	8	2.65	551	43	7.80	5	0.91

and Representation of SC/ST  
Govt. of India as on 1-1-1982

Sl. No.	Name of the Ministry/ Department	Actual Representation									
		Group C					Group D				
		T	SC	%	ST	%	T	SC	%	ST	%
1	2	13	14	15	16	17	18	19	20	21	22
1	Prime Minister's Office	90	8	8.89	1	1.11	71	15	21.13	5	7.04
2	Department of Food	1,093	171	15.65	29	2.65	678	152	22.42	50	7.37
3	Legislative Department	247	31	12.55	4	1.62	98	23	23.47	7	7.14
4	Department of Legal Affairs	560	86	15.36	23	4.11	305	65	21.31	15	4.92
5	Department of Personnel & Administrative Reforms (AR Wing)	54	5	9.26	—	—	35	5	14.29	5	14.29
6	Parliamentary Affairs	44	10	22.73	2	4.55	23	4	17.39	3	13.04
7	Department of Company Affairs	1,068	125	11.70	32	3.00	311	66	21.22	15	4.82
8	Ministry of Works and Housing	25,583	3,357	13.12	403	1.59	10,326	1,897	18.37	335	3.24
9	Cabinet Secretariat	68	9	13.24	—	—	66	18	27.27	3	4.55
10	Bureau of Public Enterprises	73	11	15.07	—	—	63	18	28.37	4	6.35
11	Department of Electronics	453	86	18.98	22	4.86	126	32	25.40	10	7.94
12	Department of Space	5,107	375	7.34	83	1.63	1,107	215	19.42	65	5.87
13	Department of Coal	1,962	252	12.84	116	5.91	1,737	220	12.67	108	6.22
14	Department of Culture	2,663	317	11.90	62	2.33	3,642	816	22.41	161	4.42
15	Department of Agricultural Research and Education	7,179	1,193	16.62	281	3.91	9,082	1,973	21.72	397	4.37
16	Ministry of External Affairs	1,652	204	12.35	46	2.78	610	176	28.85	4	0.66
17	Department of Atomic Energy	16,722	1,970	11.78	233	1.39	4,994	1,250	25.03	252	5.05
18	Department of Steel	377	64	16.98	8	2.12	151	38	25.17	12	7.95
19	Ministry of Irrigation	6,478	730	11.27	115	1.78	2,263	442	19.53	144	6.36
20	Department of Agriculture & Co-operation	6,566	948	14.44	145	2.21	4,288	1,091	25.44	150	3.50
21	Ministry of Information & Broadcasting	11,548	1,794	15.54	553	4.79	5,361	1,329	24.79	440	8.21
22	Ministry of Communications	2,198	388	17.65	105	4.78	877	271	30.99	60	6.84
23	Ministry of Civil Supplies	224	38	16.96	7	3.13	126	24	19.05	6	4.76
24	Ministry of Rural Development	594	74	12.46	12	2.02	471	110	23.35	32	6.79
25	Department of Revenue	63,220	8,416	13.31	1,959	3.10	22,299	3,915	17.56	1,068	4.79
26	Ministry of Civil Aviation	8,677	1,095	12.62	228	2.63	3,929	1,041	26.50	256	6.52
27	Ministry of Railways	7,22,628	90,321	12.50	20,422	2.83	6,04,905	1,45,050	23.98	58,362	9.65
28	Ministry of Defence	2,29,610	30,829	13.43	4,115	0.18	2,61,220	61,440	23.52	10,583	4.05
29	Ministry of Home Affairs	2,06,237	22,561	10.94	14,048	1.96	17,041	4,269	25.05	1,408	8.26
30	Department of Economic Affairs	3,227	548	16.98	163	5.05	1,370	310	22.63	101	7.37

## ANNEXURE

1	2	3	4	5	6	7	8	9	10	11	12
31	Department of Labour	656	74	11.28	12	1.83	750	100	13.33	10	1.33
32	Department of Industrial Development	793	77	9.71	14	1.77	1,137	115	10.11	10	0.88
33	Ministry of Supply	351	28	7.98	2	0.57	947	101	10.67	5	0.53
34	Ministry of Shipping and Transport	388	34	8.75	4	1.03	421	32	7.60	8	1.90
35	Department of Mines	2,163	108	6.13	18	0.83	592	36	6.08	11	1.86
36	Ministry of Commerce	426	51	11.97	15	3.52	653	59	9.04	10	1.53
37	Department of Personnel & Administrative Reforms (Personnel Wing)	76	7	9.21	2	2.63	244	27	11.07	3	1.23
38	Department of Statistics	329	18	5.47	2	0.61	526	56	10.65	2	0.38
39	Director General of Posts & Telegraphs	2,613	204	7.81	27	1.03	7,554	884	11.70	153	2.03
40	Planning Commission	541	27	4.99	2	0.37	208	8	3.85	1	0.48
41	Ministry of Health & Family Welfare	1,882	143	7.60	14	0.74	1,120	97	8.66	15	1.34
42	Ministry of Social Welfare	51	5	9.80	1	1.96	122	12	9.84	1	0.82
43	Department of Education	3,891	62	1.59	11	2.89	2,673	86	3.22	20	0.75
44	Department of Power	323	11	3.41	2	0.62	277	19	6.86	1	0.36
45	Department of Rehabilitation	72	5	6.94	—	—	217	10	4.61	—	—
46	Ministry of Chemicals and Fertilizers	56	4	7.14	—	—	96	7	7.29	—	—
47	Department of Heavy Industry	29	2	6.90	—	—	78	6	7.69	1	1.28
48	Department of Science & Technology	302	12	3.97	3	0.99	443	65	14.67	17	3.84
49	Finance (Defence)	210	25	11.90	11	5.24	1,228	114	9.28	2	0.16
50	Department of Petroleum	31	3	9.68	—	—	93	7	7.53	1	1.08
51	Department of Expenditure	187	9	4.81	1	0.53	681	56	8.22	4	0.59
Total		54,265	2,980	5.49	633	1.77	66,221	5,970	9.02	947	1.43

NOTE: The prescribed percentages of reservation for

I—Contd

1	2	13	14	15	16	17	18	19	20	21	22
31	Department of Labour	3,840	613	15.96	161	4.19	1,845	456	24.72	115	6.23
32	Department of Industrial Development.	3,696	504	13.64	87	2.35	1,803	396	21.96	93	5.16
33	Ministry of Supply	3,807	591	15.52	134	3.62	1,140	249	21.84	76	6.67
34	Ministry of Shipping and Transport.	2,437	327	13.42	72	2.95	1,331	274	20.59	78	5.86
35	Department of Mines.	8,452	1,082	12.80	290	3.43	2,818	1,226	43.51	176	6.25
36	Ministry of Commerce	2,762	322	11.66	89	3.22	1,075	222	20.65	64	5.95
37	Department of Personnel & Administrative Reforms (Personnel Wing)	251	34	13.55	4	1.59	150	26	17.33	7	4.67
38	Department of Statistics	4,524	636	14.06	139	3.07	739	143	19.35	40	5.41
39	Director General of Posts & Telegraphs.	4,47,610	70,946	15.85	18,422	4.12	92,458	19,651	21.25	5,374	5.81
40	Planning Commission	512	55	10.74	6	1.17	315	76	24.13	10	3.17
41	Ministry of Health & Family Welfare.	10,084	1,259	12.49	235	2.33	7,150	2,043	28.57	449	6.28
42	Ministry of Social Welfare	227	32	14.10	3	1.32	128	30	24.44	8	6.25
43	Department of Education	8,946	630	7.04	102	1.14	6,140	1,308	21.30	129	2.10
44	Department of Power	695	71	10.22	—	—	239	49	20.50	3	1.26
45	Department of Rehabilitation	3,327	384	11.54	43	1.29	3,607	283	7.85	85	2.36
46	Ministry of Chemicals and Fertilizers	130	18	13.85	2	1.54	60	15	25.00	2	3.33
47	Department of Heavy Industry	95	16	16.84	—	—	48	7	14.58	3	6.25
48	Department of Science Technology	7,673	1,214	15.82	373	4.85	6,916	1,594	23.05	165	2.39
49	Finance (Defence)	27,147	4,223	15.56	805	2.97	2,060	466	22.62	87	4.22
50	Department of Petroleum	96	7	7.29	—	—	59	23	38.98	3	5.08
51	Department of Expenditure	558	66	11.83	7	1.25	166	33	19.88	10	6.02
Total		19,09,805	2,55,730	13.39	66,278	3.47	10,94,569	2,56,261	23.41	81,496	7.45

Scheduled Castes and Scheduled Tribes are 15 and 7.5 respectively.



## ANNEXURE II

**Percentage of representation of Scheduled Castes in Services under the Ministries/Departments of the Government of India as on 1-1-1982**

Category of Post	Extent of representation	Names of Ministries/Departments	Percentage of actual representations
1	2	3	4
GROUP A	Nil representation	1. Department of Parliamentary Affairs 2. Cabinet Secretariat	— —
	Less than 5%	1. Department of Space 2. Ministry of Home Affairs 3. Department of Atomic Energy 4. Ministry of Civil Aviation 5. Department of Rehabilitation 6. Department of Education 7. Department of Electronics 8. Department of Coal 9. Department of Power 10. Department of Science & Technology 11. Department of Personnel & Administrative Reforms (AR Wing) 12. Department of Agriculture Research & Education 13. Ministry of Defence 14. Department of Expenditure 15. Planning Commission	0.26 0.48 0.55 0.89 0.94 1.59 2.01 2.90 3.41 3.97 4.17 4.46 4.73 4.81 4.99
	Above 5% and less than 10%	1. Prime Minister's Office 2. Department of Steel 3. Ministry of Irrigation 4. Department of Statistics 5. Ministry of Information & Broadcasting 6. Department of Mines 7. Ministry of Rural Development 8. Ministry of Works & Housing 9. Department of Heavy Industry 10. Ministry of Chemicals & Fertilizers 11. Ministry of Communications 12. Ministry of Health & Family Welfare 13. Department of Economic Affairs 14. Ministry of Civil Supplies 15. Directorate General, Posts & Telegraphs 16. Ministry of Supply 17. Department of Company Affairs 18. Department of Revenue 19. Ministry of Shipping & Transport 20. Department of Culture 21. Department of Agriculture & Co-operation 22. Bureau of Public Enterprises 23. Department of Personnel & Administrative Reforms (Personnel Wing) 24. Ministry of Railways 25. Department of Petroleum 26. Department of Industrial Development 27. Ministry of Social Welfare 28. Ministry of External Affairs	5.26 5.45 5.45 5.47 6.00 6.13 6.79 6.81 6.90 7.14 7.43 7.60 7.62 7.69 7.81 7.98 8.41 8.61 8.75 8.91 8.98 9.09 9.21 9.24 9.68 9.71 9.80 9.89

## ANNEXURE II—Contd

1	2	3	4
	Above 10% and less than 15%	1. Department of Food 2. Department of Labour 3. Finance (Defence) 4. Ministry of Commerce 5. Union Public Service Commission	11.06 11.23 11.90 11.97 13.04
	Above 15%	1. Legislative Department 2. Department of Legal Affairs	16.67 17.48
GROUP B	Nil representation	Nil	—
	Less than 5%	1. Department of Electronics 2. Department of Space 3. Department of Atomic Energy 4. Ministry of External Affairs 5. Department of Education 6. Planning Commission 7. Ministry of Rehabilitation	0.63 0.95 1.64 1.92 3.22 3.85 4.61
	Above 5% and less than 10%	1. Ministry of Irrigation 2. Ministry of Mines 3. Department of Personnel & Administrative Reforms (A.R. Wing) 4. Department of Power 5. Ministry of Home Affairs 6. Ministry of Chemicals & Fertilizers 7. Department of Petroleum 8. Ministry of Shipping & Transport 9. Ministry of Works & Housing 10. Department of Heavy Industry 11. Department of Economic Affairs 12. Department of Agriculture & Co-operation 13. Ministry of Rural Development 14. Department of Expenditure 15. Ministry of Defence 16. Department of Culture 17. Cabinet Secretariat 18. Ministry of Health & Family Welfare 19. Department of Agriculture, Research & Education 20. Prime Minister's Office 21. Ministry of Communications 22. Ministry of Commerce 23. Ministry of Finance (Defence) 24. Bureau of Public Enterprises 25. Ministry of Civil Supplies 26. Department of Legal Affairs 27. Ministry of Social Welfare 28. Department of Coal	5.58 6.08 6.52 6.86 6.99 7.29 7.53 7.60 7.61 7.69 7.80 8.10 8.12 8.22 8.44 8.50 8.57 8.66 8.78 8.97 9.02 9.14 9.28 9.46 9.70 9.84 9.84 9.94
	Above 10% and less than 15%	1. Department of Industrial Broadcasting 2. Ministry of Information & Broadcasting 3. Department of Statistics 4. Ministry of Supply 5. Ministry of Civil Aviation 6. Department of Personnel & Administrative Reforms (Personnel Wing) 7. Directorate General, Posts & Telegraphs 8. Department of Food 9. Department of Revenue 10. Department of Legislature	10.11 10.29 10.65 10.67 11.00 11.07 11.70 12.21 12.26 12.76

## ANNEXURE II—Contd.

1	2	3	4
		11. Department of Labour	13.33
		12. Ministry of Railways	13.36
		13. Department of Steel	14.08
		14. Department of Science & Technology	14.67
	Above 15%	1. Department of Parliamentary Affairs	15.79
		2. Department of Company Affairs	26.09
GROUP C	Nil representation	Nil	—
	Less than 5%	Nil	—
	Above 5% and less than 10%	1. Department of Education	7.04
		2. Department of Petroleum	7.29
		3. Department of Space	7.34
		4. Prime Minister's Office	8.89
		5. Department of Personnel & Administrative Reforms	9.26
	Above 10% and less than 15%:	1. Department of Power	10.22
		2. Planning Commission	10.74
		3. Ministry of Home Affairs	10.94
		4. Ministry of Irrigation	11.27
		5. Department of Rehabilitation	11.54
		6. Ministry of Commerce	11.66
		7. Department of Company Affairs	11.70
		8. Department of Atomic Energy	11.78
		9. Department of Expenditure	11.83
		10. Department of Culture	11.90
		11. Ministry of External Affairs	12.35
		12. Ministry of Rural Development	12.46
		13. Ministry of Health & Family Welfare	12.49
		14. Ministry of Railways	12.50
		15. Department of Legislature	12.55
		16. Ministry of Civil Aviation	12.62
		17. Department of Mines	12.80
		18. Department of Coal	12.84
		19. Ministry of Works & Housing	13.12
		20. Cabinet Secretariat	13.24
		21. Department of Revenue	13.31
		22. Ministry of Shipping & Transport	13.42
		23. Ministry of Defence	13.43
		24. Department of Personnel & Administrative Reforms (Personnel Wing)	13.55
		25. Ministry of Industrial Development	13.64
		26. Ministry of Chemicals & Fertilizers	13.85
		27. Department of Statistics	14.06
		28. Ministry of Social Welfare	14.10
		29. Department of Agriculture & Co-operation	14.44

## ANNEXURE II—Contd.

1	2	3	4
	Above 15%	1. Bureau of Public Enterprises 2. Departments of Legal Affairs 3. Ministry of Supply 4. Ministry of Information & Broadcasting 5. Ministry of Finance (Defence) 6. Department of Food 7. Department of Science & Technology 8. Directorate General, Posts & Telegraphs 9. Ministry of Labour 10. Department of Agriculture, Research & Education 11. Department of Heavy Industry 12. Ministry of Civil Supplies 13. Department of Economic Affairs 14. Department of Steel 15. Ministry of Communications 16. Department of Electronics 17. Department of Parliamentary Affairs	15.07 15.36 15.52 15.54 15.56 15.65 15.82 15.85 15.96 16.62 16.84 16.96 16.98 16.98 17.65 18.98 22.73
GROUP D	Nil representation	Nil	—
	Less than 5%	Nil	—
	Above 5% and less than 10%	1. Department of Rehabilitation	7.85
	About 10% and less than 15%	1. Department of Coal 2. Department of Personnel & Administrative Reforms (AR Wing) 3. Department of Heavy Industry	12.67 14.29 14.58
	Above 15%	1. Department of Personnel & Administrative Reforms (AR Wing) 2. Department of Parliamentary Affairs 3. Department of Revenue 4. Ministry of Works & Housing 5. Ministry of Civil Supplies 6. Department of Statistics 7. Department of Space 8. Ministry of Irrigation 9. Department of Expenditure 10. Department of Power 11. Ministry of Shipping & Transport 12. Ministry of Commerce 13. Prime Minister's Office 14. Department of Company Affairs 15. Directorate General, Posts & Telegraphs 16. Department of Education 17. Department of Legal Affairs 18. Department of Agriculture, Research & Education 19. Ministry of Supply 20. Department of Industrial Development	17.33 17.39 17.56 18.37 19.05 19.35 19.42 19.53 19.88 20.50 20.59 20.65 21.13 21.22 21.25 21.30 21.31 21.72 21.84 21.96

## ANNEXURE II—Contd.

1	2	3	4
	21. Department of Culture		22.41
	22. Department of Food		22.42
	23. Ministry of Finance (Defence)		22.62
	24. Department of Economic Affairs		22.63
	25. Department of Science & Technology		23.03
	26. Ministry of Rural Development		23.35
	27. Ministry of Social Welfare		23.44
	28. Department of Legislative		23.47
	29. Ministry of Defence		23.52
	30. Ministry of Railways		23.98
	31. Planning Commission		24.13
	32. Department of Labour		24.72
	33. Ministry of Information & Broadcasting		24.79
	34. Ministry of Chemicals & Fertilisers		25.00
	35. Department of Atomic Energy		25.03
	36. Ministry of Home Affairs		25.05
	37. Department of Steel		25.17
	38. Department of Electronics		25.40
	39. Department of Agriculture & Co-operation		25.44
	40. Ministry of Civil Aviation		26.50
	41. Cabinet Secretariat		27.27
	42. Ministry of Health & Family Welfare		28.57
	43. Bureau of Public Enterprises		28.57
	44. Ministry of External Affairs		28.85
	45. Ministry of Communications		30.99
	46. Department of Petroleum		38.98
	47. Department of Mines		43.51

### ANNEXURE III

**Percentage of representation of Scheduled Tribes in Services under the Ministries/Departments of the Government of India as on 1-1-1982**

Category Post	Extent of representation	Names of Ministries/Departments	Percentage of actual representations
1	2	3	4
GROUP A	Nil representation	1. Prime Minister's Office	—
		2. Department of Personnel & Administrative Reforms	—
		3. Department of Parliamentary Affairs	—
		4. Department of Electronics	—
		5. Department of Space	—
		6. Cabinet Secretariat	—
		7. Department of Coal	—
		8. Department of Steel	—
		9. Ministry of Communications	—
		10. Department of Rehabilitation	—
		11. Ministry of Chemicals & Fertilisers	—
		12. Department of Heavy Industry	—
		13. Department of Petroleum	—
	Less than 2.50%	1. Department of Atomic Energy	0.06
		2. Planning Commission	0.37
		3. Ministry of Defence	0.52
		4. Department of Expenditure	0.53
		5. Ministry of Supply	0.57
		6. Department of Statistics	0.61
		7. Ministry of Irrigation	0.61
		8. Department of Power	0.62
		9. Ministry of Health & Family Welfare	0.74
		10. Department of Agricultural Research and Education	0.76
		11. Ministry of Civil Aviation	0.79
		12. Department of Mines	0.83
		13. Ministry of Works & Housing	0.88
		14. Department of Science & Technology	0.99
		15. Ministry of Shipping & Transport	1.03
		16. Directorate General of Posts & Telegraphs	1.03
		17. Department of Agriculture & Co-operation	1.38
		18. Department of Culture	1.55
		19. Legislative Department	1.67
		20. Department of Industrial Development	1.77
		21. Bureau of Public Enterprises	1.82
		22. Department of Labour	1.83
		23. Ministry of Rural Development	1.85
		24. Ministry of Railways	1.92
		25. Ministry of Social Welfare	1.96
		26. Ministry of Information & Broadcasting	1.98
		27. Ministry of Home Affairs	2.20
		28. Department of Company Affairs	2.21
	More than 2.5% but less than 5%	1. Department of Personnel & Administrative Reforms (Personnel Wing)	2.63
		2. Department of Economic Affairs	2.65
		3. Department of Education	2.89

## ANNEXURE III—Contd.

1	2	3	4
		4. Department of Food	
		5. Department of Revenue	3.02
		6. Department of Legal Affairs	3.17
		7. Ministry of Commerce	3.50
		8. Ministry of External Affairs	3.52
		9. Ministry of Civil Supplies	4.32
	More than 5%	1. Department of Finance (Defence)	4.62
GROUP B	Nil representation	1. Department of Personnel & Administrative Reforms (AR Wing)	5.24
		2. Department of Rehabilitation	—
		3. Ministry of Irrigation	—
		4. Ministry of Chemicals & Fertilisers	—
	Less than 2.50%	1. Department of Atomic Energy	—
		2. Department of Agriculture & Co-operation	0.10
		3. Department of Finance (Defence)	0.14
		4. Ministry of External Affairs	0.16
		5. Department of Power	0.17
		6. Department of Statistics	0.36
		7. Ministry of Communications	0.38
		8. Department of Company Affairs	0.38
		9. Planning Commission	0.45
		10. Ministry of Supply	0.48
		11. Department of Expenditure	0.53
		12. Ministry of Defence	0.59
		13. Department of Electronics	0.60
		14. Department of Education	0.63
		15. Department of Space	0.75
		16. Ministry of Social Welfare	0.78
		17. Ministry of Works & Housing	0.82
		18. Department of Industrial Development	0.88
		19. Department of Agricultural Research & Education	0.88
		20. Department of Legal Affairs	1.03
		21. Department of Petroleum	1.04
		22. Department of Personnel & Administrative Reforms (Personnel Wing)	1.08
		23. Prime Minister's Secretariat	1.23
		24. Department of Heavy Industry	1.28
		25. Department of Labour	1.28
		26. Ministry of Health & Family Welfare	1.33
		27. Bureau of Public Enterprises	1.34
		28. Department of Steel	1.35
		29. Ministry of Commerce	1.41
		30. Department of Revenue	1.53
		31. Department of Food	1.65
		32. Legislative Department	1.68
		33. Department of Coal	1.85
		34. Department of Mines	1.86
		35. Ministry of Shipping & Transport	1.86
		36. Department of Economic Affairs	1.90
		37. Ministry of Home Affairs	1.91
		38. Directorate General, Posts & Telegraphs	1.94
		39. Ministry of Civil Aviation	2.03
		40. Department of Culture	2.11
		41. Ministry of Rural Development	2.17
		42. Ministry of Civil Supplies	2.21
			2.24



## ANNEXURE III—Contd.

1	2	3	4
GROUP C	More than 2.5% but less than 5%	1. Department of Parliamentary Affairs 2. Cabinet Secretariat 3. Ministry of Information & Broadcasting 4. Ministry of Railways 5. Department of Science & Technology	2.63 2.86 2.95 3.13 3.84
	More than 7.50%	Nil	3.84
	Nil representa- tion	1. Cabinet Secretariat 2. Bureau of Public Enterprises 3. Department of Personnel & Administrative Reforms (AR Wing) 4. Department of Power 5. Department of Heavy Industry 6. Department of Petroleum	— — — — — —
	Less than 2.50%	1. Ministry of Defence 2. Prime Minister's Secretariat 3. Department of Education 4. Planning Commission 5. Department of Expenditure 6. Department of Rehabilitation 7. Ministry of Social Welfare 8. Department of Atomic Energy 9. Ministry of Chemicals & Fertilisers 10. Department of Personnel & Administrative Reforms (Personnel Wing) 11. Ministry of Works & Housing 12. Legislative Department 13. Department of Space 14. Ministry of Irrigation 15. Ministry of Home Affairs 16. Ministry of Rural Development 17. Department of Steel 18. Department of Agriculture & Co-operation 19. Department of Culture 20. Ministry of Health & Family Welfare 21. Department of Industrial Development	0.18 1.11 1.14 1.17 1.25 1.29 1.32 1.39 1.54 1.59 1.59 1.62 1.63 1.78 1.96 2.02 2.12 2.21 2.33 2.33 2.35
	More than 2.50% but less than 5%	1. Ministry of Civil Aviation 2. Department of Food 3. Ministry of External Affairs 4. Ministry of Railways 5. Ministry of Shipping & Transport 6. Ministry of Finance (Defence) 7. Ministry of Company Affairs 8. Department of Statistics 9. Department of Revenue 10. Ministry of Civil Aviation 11. Ministry of Commerce 12. Department of Mines 13. Ministry of Supply 14. Department of Agricultural Research & Education 15. Department of Legal Affairs 16. Directorate General, Posts & Telegraphs 17. Department of Labour 18. Department of Parliamentary Affairs 19. Ministry of Communications 20. Ministry of Information & Broadcasting 21. Department of Science & Technology 22. Department of Electronics	2.63 2.65 2.78 2.83 2.95 2.97 3.00 3.07 3.10 3.13 3.22 3.43 3.52 3.91 4.11 4.12 4.19 4.55 4.78 4.79 4.85 4.86

## ANNEXURE III—Contd.

1	2	3	4
	More than 5% but less than 7.50%	1. Department of Economic Affairs 2. Department of Coal	5.05 5.91
	More than 7.50%	Nil	—
GROUP D	Nil representa- tion	Nil	—
	Less than 2.50%	1. Ministry of External Affairs 2. Department of Power 3. Department of Education 4. Department of Rehabilitation 5. Department of Science & Technology	0.66 1.26 2.10 2.36 2.39
	More than 2.50% but less than 5%	1. Planning Commission 2. Ministry of Works & Housing 3. Ministry of Chemicals & Fertilisers 4. Department of Agriculture & Co-operation 5. Ministry of Defence 6. Department of Finance (Defence) 7. Department of Agricultural Research & Education 8. Department of Culture 9. Cabinet Secretariat 10. Department of Personnel & Administrative Reforms (Personnel Wing) 11. Ministry of Civil Supplies 12. Department of Revenue 13. Department of Company Affairs 14. Department of Legal Affairs	3.17 3.24 3.33 3.50 4.05 4.22 4.37 4.42 4.55 4.67 4.76 4.79 4.82 4.92
	More than 5.00% but less than 7.50%	1. Department of Atomic Energy 2. Department of Petroleum 3. Ministry of Industrial Development 4. Department of Statistics 5. Directorate General, Posts & Telegraphs 6. Ministry of Shipping & Transport 7. Department of Space 8. Ministry of Commerce 9. Department of Expenditure 10. Department of Coal 11. Department of Labour 12. Ministry of Social Welfare 13. Department of Mines 14. Department of Heavy Industry 15. Ministry of Health & Family Welfare 16. Bureau of Public Enterprises 17. Ministry of Irrigation 18. Ministry of Civil Aviation 19. Ministry of Supply 20. Ministry of Rural Development 21. Ministry of Communications 22. Prime Minister's Office 23. Legislative Department 24. Department of Economic Affairs 25. Department of Food	5.05 5.08 5.16 5.41 5.81 5.86 5.87 5.95 6.02 6.22 6.23 6.25 6.25 6.25 6.28 6.35 6.36 6.52 6.67 6.79 6.84 7.04 7.14 7.37 7.37
	More than 7.50%	1. Department of Electronics 2. Department of Steel 3. Ministry of Information & Broadcasting 4. Ministry of Home Affairs 5. Ministry of Railways 6. Department of Parliamentary Affairs 7. Department of Personnel & Administrative Reforms (AR Wing)	7.94 7.95 8.21 8.26 9.65 13.04 14.29

# ANNEXURE IV

No. 36013/2/83-Estt(SCT)

Government of India/Bharat Sarkar  
Ministry of Home Affairs/Grih Mantralaya  
Department of Personnel and Admn. Reforms  
Karmik Aur Prasthanik Sudhar Vibhag

New Delhi, the 15th March, 1984

## OFFICE MEMORANDUM

Subject : Recommendations contained in the Second Report of the Commission for SC/ST.

The undersigned is directed to refer to the subject mentioned above and to say that the Commission for SC/ST has made the following recommendations :

### Recommendation No. 383

"The Department of Personnel & A. R. could supply information with regard to representation of Scheduled Castes and Scheduled Tribes in services in respect of 53 out of 56 Ministries/Departments of the Government of India after repeated reminders and personal contacts. The information pertaining to the Ministry of Railways and Irrigation and the Directorate General of Posts and Telegraphs which could not be supplied by the Department of Personnel & A. R. was collected by the officers of this Commission by personal contact. In order to avoid delay in future we recommend that the Ministries/Departments/Offices should furnish the position of actual representation of Scheduled Castes and Scheduled Tribes at the end of each calendar year to this Commission direct by the 30th June of the year the follows."

### Recommendation No. 391

"This Commission feel that the working of the existing Cells/arrangements relating to the compliance with the Government orders regarding reservation for Scheduled Castes and Scheduled Tribes in services in various Ministries/Departments may be reviewed and wherever necessary suitable action taken for strengthening the same with required whole-time supporting staff. It may be ensured that instructions for maintenance and periodical inspection of rosters are strictly carried out by the appointing authorities and the liaison officers, and suitable action taken against those who are found negligent in following the reservation orders."

### Recommendation No. 403

"It is observed that a provision has been made in the Government orders to the effect that a copy of the proposal for dereservation of a reserved vacancy in a particular Ministry/Department should be sent by the Ministry/Department concerned to the Commissioner for Scheduled Castes/Scheduled Tribes and Department of Personnel. We feel that since this Commission has been presently entrusted with functions broadly corresponding to those of the Special Officers under Article 338 of the Constitution and in view of the fact that the Commission has field organisation under their control to deal with matters relating to the welfare of Scheduled Castes and Scheduled Tribes, it is desirable that a copy of the proposal in the case of dereservation of reserved vacancies is also sent to this Commission for their views."

### Recommendation No. 438

"It is observed that a large number of complaints/representations are still pending with the different Ministries/Departments of Government of India and the

Department/Offices of various State Governments/ Union Territory Administrations. We, therefore, suggest that all the Ministries/Departments of Government of India and the Departments of State Governments, Union Territory Administrations should attach utmost urgency in dealing with such complaints/representations so as to enable the Scheduled Castes and Scheduled Tribes representationists to get their grievances redressed at the shortest period possible."

2. As regards recommendation No. 383, attention is invited to Chapter 5 of the Brochure on Reservation for Scheduled Castes/Scheduled Tribes, wherein Ministries/Departments are required to send various annual statements to the Deptt. of Personnel and A. R. after the end of every calendar year. It is requested that while doing so, a copy of each of the statement may also be endorsed to the Commission for Scheduled Castes/Scheduled Tribes Loknayak Bhawan, New Delhi and the Commissioner for SC/ST, R. K. Puram, New Delhi.

3. As regards recommendation No. 391, attention of the Ministries/Departments etc. is invited to the provision made in the Brochure wherein it has been laid down that special cells should be constituted to look after the implementation of reservation orders as also annual inspection of the rosters etc. by the Liaison Officer. It is requested that steps may be taken to follow the provision made in this regard and also comply with the recommendation made by the Commission for SC/ST.

4. As regards recommendation No. 403, it may be mentioned that at present proposal for dereservation is sent to the Department of Personnel and A. R. and a copy of this proposal is simultaneously endorsed to the Commissioner for SC/ST, R. K. Puram, New Delhi. It has now been decided that a copy of the proposal for dereservation for direct recruitment as well as promotion, should also be endorsed to the Commission for SC/ST, Loknayak Bhawan, New Delhi. The other provisions relating to waiting for the comments for the Commissioner for SC/ST will also be applicable in this case.

5. As regards recommendation No. 438, it is requested that the Ministries and Departments should pay adequate attention to the representations made by the SC/ST employees so that various grievances relating to service matters of SC/ST employees are effectively remedied.

6. Ministry of Finance etc. are requested to bring the contents of this O.M. to all their attached and subordinate offices.

Sd/-

(S. K. DAS GUPTA)

Under Secretary to the Govt. of India



24	Hindustan Teleprinters Ltd.	48	3	6.25	1	2.08	102	6	5.88	1	0.98	1,616	284	17.57	22	1.36	159	50	31.45	4	2.52
25	Indian Telephone Industries Ltd.	1,044	56	5.36	1	0.10	1,865	112	6.01	6	0.32	21,814	3,942	18.07	130	0.60	2,012	588	29.22	9	0.45
26	Telecommunications Consultants India Ltd.	153	1	0.65	—	—	—	—	—	—	—	209	14	6.70	1	0.48	7	1	14.29	1	14.29
27	National Fertilizers Ltd.	868	60	6.91	9	1.04	1,062	179	16.85	14	1.32	3,253	627	19.27	89	2.74	805	193	23.98	57	7.08
28	Pyrites Phosphates & Chemicals Ltd.	123	3	2.44	—	—	69	2	2.90	2	2.90	644	70	10.87	6	0.93	1,663	251	15.09	24	1.44
29	Fertilizers and Chemicals Travancore Ltd.	578	7	1.21	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—
30	Fertilizers Corporation of India	1,658	77	4.64	10	0.60	2048	124	6.05	23	1.12	8,222	895	10.89	514	6.25	1,685	239	15.37	149	8.84
31	Hindustan Antibiotics Ltd.	252	9	3.57	1	0.40	174	16	9.20	3	1.72	1,185	60	5.06	6	0.51	996	201	20.18	24	2.41
32	Hindustan Insecticides Ltd.	142	6	4.23	—	—	186	6	3.23	1	0.54	1,464	166	11.34	24	1.64	787	156	19.82	68	8.64
33	Hindustan Organic Chemicals Ltd.	274	32	11.68	11	4.01	116	5	4.31	1	0.86	965	132	13.68	24	2.49	210	21	10.00	18	8.57
34	Indian Drugs & Pharmaceuticals	884	4	0.45	2	0.23	974	12	1.23	—	—	7,451	658	8.83	37	0.50	3,375	575	17.04	22	0.65
35	Madras Fertilizers Ltd.	107	—	—	—	—	317	8	2.52	—	—	712	66	9.27	1	0.14	45	32	71.11	—	—
36	Smith Stanistreet Pharmaceuticals Ltd.	12	—	—	—	—	98	3	3.06	—	—	302	2	0.66	—	—	524	88	16.79	—	—
37	Hindustan Fertilizers Corporation Ltd.	1,396	80	5.73	7	0.50	1,731	95	5.49	22	1.27	5,154	681	13.21	417	8.09	1,380	272	19.71	172	12.46
38	Rashtriya Chemicals and Fertilizers Ltd.	1,038	33	3.18	13	1.25	895	47	5.25	4	0.45	2,194	275	12.53	39	1.76	315	49	15.56	12	3.81
39	Projects & Development India Ltd.	1,150	11	0.95	3	0.26	599	19	3.17	7	1.17	1,584	137	8.65	95	6.00	58	7	12.07	3	5.17
40	Southern Pesticides Corporation Ltd.	15	1	6.67	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—
41	Maharashtra Antibiotic and Pharmaceuticals Ltd.	17	3	17.65	2	11.76	14	1	7.14	—	—	96	13	13.54	1	1.04	2	—	—	—	—
42	Goa Antibiotics and Pharmaceuticals Ltd.	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA
43	Karnataka Antibiotics and Pharmaceuticals Ltd.	3	1	33.33	—	—	—	—	—	—	—	3	—	—	—	—	1	—	—	—	—
44	Orissa Drugs & Chemicals Ltd.	6	—	—	—	—	2	—	—	—	—	27	—	—	—	—	15	3	20.00	—	—
45	Rajasthan Drugs & Chemicals Ltd.	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA
46	U. P. Drugs and Pharmaceutical Ltd.	10	—	—	—	—	37	—	—	—	—	26	—	—	—	—	79	6	7.59	—	—
47	Bengal Chemicals and Pharmaceutical Works Ltd.	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA
Department of Petroleum																					
48	Bongaigaon Refinery and Petroleum Chemicals Ltd.	222	15	6.76	2	0.90	29	1	3.45	3	10.34	692	49	7.08	101	14.60	44	5	11.36	21	47.73
49	Bharat Petroleum Corporation Ltd.	1,442	67	4.65	10	0.69	—	—	—	—	—	1,681	53	3.15	21	1.25	3,599	381	10.56	131	3.64
50	Cochin Refineries Ltd.	225	7	3.11	—	—	80	11	13.75	3	3.75	191	31	16.23	13	6.81	10	1	10.00	—	—
51	Hindustan Petroleum Corporation Ltd.	1,186	51	4.30	24	2.02	1,189	114	9.59	27	2.27	1,024	117	11.43	18	1.76	742	187	25.20	59	7.95
52	Hydro Carbon India Ltd.	3	—	—	—	—	2	—	—	—	—	—	—	—	—	—	2	—	—	—	—
53	Indian Oil Blending Ltd.	92	1	1.09	—	—	—	—	—	—	—	436	56	12.84	8	1.83	—	—	—	—	—
54	Indian Oil Corporation Ltd. (Including Assam Oil)	5,384	251	4.66	27	0.50	740	26	3.51	13	1.76	18,816	2,214	11.77	626	3.33	1,324	188	14.20	103	7.78
55	Indo-Burma Petroleum Company Ltd.	166	3	1.81	1	0.60	274	21	7.66	2	0.73	896	79	8.82	99	11.05	2	1	50.00	—	—
56	Lubrizol India Ltd.	29	1	3.45	2	6.90	27	—	—	—	—	219	35	15.98	12	5.48	35	12	34.29	—	—
57	Madras Refineries Ltd.	103	—	—	—	—	93	5	5.38	—	—	307	69	22.48	—	—	8	3	37.50	—	—
58	Oil & Natural Gas Commission	5,621	290	5.16	50	0.89	2,805	125	4.10	24	0.86	16,181	1,343	8.30	416	2.57	7,295	1,111	15.23	399	0.46
59	Indian Petro-Chemicals Corporation Ltd.	1,110	82	7.39	16	1.44	410	35	8.54	3	0.73	3,366	453	13.46	137	4.07	610	86	14.10	76	12.46

60	Bridge & Roof Company Ltd.	128	3	2.34	—	—	185	17	9 19	2	1 08	228	6	2 63	—	—	1,232	93	7 55	4	0.23
61	Balmer Lawrie & Co. Ltd.	159	3	1.89	—	—	262	3	1.15	7	2.67	296	21	7.09	3	1.01	1,109	95	8.57	50	4.51
62	Biecco Lawrie & Co., Ltd.	40	—	—	—	—	71	4	5.63	—	—	198	22	11.11	—	—	1,070	115	10.75	—	—
63	Engineers (India) Ltd.	1,999	75	3.75	7	0.35	397	28	4.69	2	0.34	696	91	13.07	6	0.86	67	13	19.40	3	4.48
64	Oji India Ltd.	523	1	0.19	—	—	116	1	0.86	1	0.86	1,981	66	3.33	65	3.28	2,644	205	7.75	243	9.19
Department of Defence Production																					
65	Mishra Dhatu Nigam Ltd.	127	5	3.94	2	1.57	103	15	14.56	3	2.91	756	101	13.36	11	1.46	232	64	72.59	23	9.91
66	Bharat Dynamics Ltd.	95	13	13.68	—	—	25	3	12.00	—	961	145	15.09	16	1.66	103	40	38.83	7	6.80	
67	Bharat Electronics Ltd.	1,125	57	5.07	6	0.53	860	47	5.47	4	0.47	13,440	2,011	14.96	29	0.22	1,281	302	23.58	6	0.47
68	Praga Tools Ltd.	40	2	5.00	1	2.50	117	9	7.69	—	—	1,520	228	15.00	8	0.53	269	75	27.88	—	—
69	Bharat Earth Movers Ltd.	412	32	7.77	7	1.70	988	59	5.97	18	1.82	10,367	1,914	18.46	194	1.87	902	235	26.05	53	5.88
70	Garden Reach Shipbuilders & Engineers Ltd.	756	20	2.65	4	0.53	362	15	4.14	3	0.83	9,509	1,154	12.14	426	4.48	—	—	—	—	—
71	Goa Shipyard Ltd.	81	5	6.17	—	—	7	—	—	—	—	1,090	41	3.76	—	—	554	101	18.23	1	0.18
72	Hindustan Aeronautics Ltd.	3,910	251	6.42	38	0.97	2,759	174	6.31	41	1.49	31,454	3,861	12.28	686	2.18	2,089	542	25.95	156	7.47
73	Mazagon Dock Ltd.	742	32	4.31	7	0.94	106	1	0.94	3	2.83	1,128	84	7.45	10	0.89	11,796	933	7.91	256	2.17
Department of Coal																					
74	Bharat Coking Coal Ltd.	2,473	31	1.25	13	0.53	2,077	114	5.49	98	4.72	1,20,970	37,754	31.21	1,4707	12.16	42,431	110,318	24.32	3,596	8.47
75	Central Coal fields Ltd.	2,644	39	1.48	30	1.13	3,524	207	5.87	150	4.25	73,401	16,433	20.99	11,730	14.96	30,556	8,936	29.24	6,512	1.31
76	Central Mine Planning & Design Institute Ltd.	NA	NA	NA	1A	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA
77	Coal India Ltd.	—	—	—	1A	—	124	2	1.61	—	—	289	8	3.77	—	—	143	5	3.50	—	—
78	Eastern Coalfields Ltd.	NA	NA	NA	1A	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA
79	Neyveli Lignite Corporation Ltd.	2,003	16	0.80	—	—	508	34	6.69	1	0.20	11,961	1,029	8.60	20	0.17	4,199	911	11.70	23	0.55
80	Western Coalfields Ltd.	2,268	29	1.23	15	0.66	1,500	68	4.53	30	2.00	82,244	18,881	22.96	14,053	17.09	65,509	17,480	16.68	12,920	9.72
Department of Power																					
81	National Hydro-Electric Power Corporation Ltd.	573	28	4.89	4	0.70	470	14	2.98	1	0.21	2,112	172	8.14	83	3.93	606	91	15.02	56	9.24
82	National Thermal Power Corporation Ltd.	2,055	104	4.99	10	0.48	822	46	5.60	3	0.36	4,262	530	12.44	150	3.52	11,290	218	16.90	138	3.70
83	North Eastern Electronics Power Corporation Ltd.	123	1	0.81	6	4.88	55	2	3.64	6	10.91	908	410	45.15	101	11.12	396	24	6.06	12	3.03
84	National Project Construction Corporation Ltd.	481	3	0.62	2	0.42	140	6	4.29	1	0.71	965	35	3.63	—	—	81	10	12.35	2	2.47
85	Rural Electrification Corporation Ltd.	235	5	2.13	—	—	124	11	8.87	4	3.23	334	50	14.97	5	1.50	144	26	1.39	9	6.25
Ministry of Health and Family Welfare																					
86	Hindustan Latex Ltd.	15	—	—	—	—	18	1	5.56	—	—	499	64	12.83	1	0.20	241	66	27.39	16	5.64
87	Indian Medicines Pharmaceuticals Corporation Ltd.	—	—	—	—	—	—	—	—	—	—	—	10	—	—	—	7	3	42.86	—	—
Ministry of Industry																					
88	Bharat Heavy Electricals Ltd.	9,343	487	5.21	65	0.70	7,156	397	5.55	59	0.82	41,002	4717	11.50	659	1.61	40,418	2,900	7.18	245	0.61
89	Bharat Heavy Plate and Vessels Ltd.	440	24	5.45	2	0.45	639	61	8.85	7	1.02	2,346	368	15.69	85	3.62	503	71	14.12	7	1.39
90	B. Athwate and Company Ltd.	78	—	—	—	—	186	2	1.08	—	—	2,826	104	3.68	—	—	2,936	327	11.14	5	0.17





No.	Name of the Company	Capital	Reserves	Assets	Liabilities	Income	Expenses	Profit	Dividend	Other
129	Hoolungore Tea Co. Ltd.	NA	NA	NA	NA	NA	NA	NA	NA	NA
130	Mini Tea Co. Ltd.	NA	NA	NA	NA	NA	NA	NA	NA	NA
131	Murphurani (Assam) Tea Co. Ltd.	NA	NA	NA	NA	NA	NA	NA	NA	NA
132	Rajgarh Tea Co. Ltd.	NA	NA	NA	NA	NA	NA	NA	NA	NA
133	Hoochly Printing Co. Ltd.	NA	NA	NA	NA	NA	NA	NA	NA	NA
134	Cycle Corporation of (I) Ltd.	3	8.11	2	5.41	45	—	—	—	—
135	National Cycle Corporation Ltd.	NA	NA	NA	NA	NA	NA	NA	NA	NA
<b>Ministry of Information and Broadcasting</b>										
136	National Film Division Corporation Ltd.	47	—	—	—	—	—	—	—	—
<b>Ministry of Railways</b>										
137	Indian Railway Construction Co.	64	3	4.69	—	100	3	3.00	—	—
138	Rail India Technical and Economic Services Ltd.	102	1	0.98	—	247	3	1.21	—	—
<b>Ministry of Shipping &amp; Transport</b>										
139	Central Inland Water Transport Corporation Ltd.	143	8	5.59	1	103	1	0.97	—	—
140	Cochin Shipyard Ltd.	300	12	4.00	2	405	33	8.15	1	0.25
141	Hindustan Shipyard Ltd.	109	3	2.75	—	502	54	10.76	8	1.59
142	Dredging Corporation of India Ltd.	291	21	7.22	4	364	40	10.99	13	3.57
143	Mogul Line Ltd.	345	6	1.74	—	255	4	1.57	—	—
144	Shipping Corporation of India Ltd.	437	30	5.16	3	185	27	14.59	3	1.62
145	Indian Road Construction Corporation Ltd.	37	2	5.41	1	12	1	8.33	2	16.67
146	Delhi Transport Corporation	49	—	—	—	159	10	6.29	—	—
<b>Ministry of Steel &amp; Mines</b>										
147	Bharat Aluminium Co. Ltd.	300	15	5.00	2	338	15	4.44	6	1.78
148	Bharat Gold Mines Ltd.	232	27	16.64	1	363	65	17.91	3	0.83
149	Hindustan Copper Ltd.	973	39	4.01	12	640	41	6.41	10	1.56
150	Hindustan Zinc Ltd.	802	48	5.99	6	275	6	2.18	2	0.73
151	Mineral Exploration Corporation Ltd.	281	25	8.90	4	5	1	20.00	—	—
152	National Aluminium Ltd.	219	6	2.74	1	39	3	7.69	1	2.56
<b>Department of Steel</b>										
153	Kudremukh Iron Ore Co. Ltd.	362	16	4.42	2	84	4	4.76	—	—
154	Indian Iron & Steel Co. Ltd.	1,557	14	0.90	8	2,672	181	6.77	18	0.67
155	Steel Authority of India Ltd.	15,492	283	1.83	131	51,310	370	2.42	233	1.52
156	Bharat Refractories Ltd.	124	1	0.81	—	47	1	2.13	—	—
157	India Firebricks & Insulation Co. Ltd.	46	1	2.17	1	58	1	1.72	—	—
158	Manganese Ore (I) Ltd.	149	2	1.34	3	87	2	2.30	4	4.60
159	National Mineral Development Corporation Ltd.	515	21	4.08	2	612	33	5.39	5	0.82

160	ISCO Stanton Pipe & Foundry Co. Ltd.	47	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—
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## Ministry of Social Welfare

186 Artificial Limbs Manufacturing Corporation of India.	61	1	1.64	—	—	2	—	—	—	374	54	14.44	12	3.21	384	86	22.40	18	4.69
<b>Ministry of Finance</b>																			
187 General Insurance Corporation of India.	90	1	1.11	—	—	—	—	—	—	156	12	7.69	1	0.64	33	10	30.30	3	9.09
188 Life Insurance Corporation of India.	5,077	40	0.79	16	0.32	5,835	111	—	—	39,539	2,341	5.92	485	1.23	7,324	1,136	15.51	259	3.54
189 National Insurance Co. Ltd.	1,228	32	2.61	11	0.90	2,317	7	—	—	5,144	250	4.86	23	0.45	1,202	229	19.05	31	2.58
190 N.W. India Assurance Co. Ltd.	1,467	23	1.57	8	0.55	2,817	9	—	—	6,102	536	8.78	37	0.61	670	104	15.52	12	1.79
191 Oriental Fire & General Insurance Corporation Ltd.	1,599	39	2.44	13	0.81	2,476	8	—	—	4,726	264	5.59	31	0.66	926	160	17.28	21	2.27
192 United India Insurance Co. Ltd.	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA
<b>Ministry of Education</b>																			
193 Education Consultants Ltd.	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA
Total	1,15,902	4,131	3.36	928	0.80	1,04,498	5,772	5.52	1,906	1.82	10,59,628	170,465	16.09	77,328	7,30,531,988	1,82,350	34.28	51,547	9.69

Note : Prescribed Percentages of Reservation SCs 15%, STs 7.5%

## A. Nationalised Banks

1	Central Bank of India . . . . .	12,020	18,696	8,914	301	2.50	2,359	12.62	1,638	18.38	50	0.42	614	3.28	244	2.74
2	Bank of India . . . . .	8,480	22,201	8,067	676	7.97	2,548	11.48	2,244	27.82	299	3.53	810	3.65	378	4.69
3	Punjab National Bank . . . . .	8,827	19,429	9,213	691	7.83	2,942	15.14	2,781	30.19	132	1.50	467	2.40	452	4.91
4	Bank of Baroda . . . . .	9,294	18,024	7,594	679	7.31	2,220	12.32	1,910	25.15	78	0.84	306	1.70	412	5.43
5	United Commercial Bank . . . . .	7,253	14,322	7,535	359	4.95	1,395	9.74	1,668	22.14	57	0.79	254	1.77	342	4.54
6	Canara Bank . . . . .	7,832	22,313	5,877	404	5.16	3,070	13.76	922	15.69	110	1.40	559	2.95	145	2.47
7	United Bank of India . . . . .	4,841	9,104	4,374	365	7.54	1,523	16.73	576	13.17	53	1.09	79	0.87	64	1.46
8	Dena Bank . . . . .	3,417	7,433	3,371	144	4.21	995	13.39	828	24.56	51	1.49	274	3.69	332	9.85
9	Syndicate Bank . . . . .	6,834	17,779	5,170	468	6.85	2,178	12.25	1,340	25.92	91	1.33	630	3.54	272	5.26
10	Union Bank of India . . . . .	6,881	13,034	5,346	261	3.79	2,016	15.47	1,605	30.04	52	0.76	163	1.25	172	3.22
11	Allahabad Bank . . . . .	3,206	7,473	3,933	138	4.30	1,013	13.56	973	24.74	25	0.78	98	1.31	80	2.03
12	Indian Bank . . . . .	5,176	8,885	2,974	443	8.56	1,323	14.89	904	30.40	165	3.21	119	1.34	120	4.03
13	Bank of Maharashtra . . . . .	3,124	7,827	3,008	295	9.44	1,019	13.02	689	22.91	66	2.11	169	2.16	215	7.15
14	Indian Overseas Bank . . . . .	5,413	12,862	4,082	442	8.17	2,723	21.17	1,470	36.01	148	2.73	285	2.22	146	3.58
15	Punjab & Sind Bank . . . . .	3,262	5,193	1,812	7	0.21	89	1.71	150	8.28	—	—	7	0.13	1	0.06
16	Corporation Bank . . . . .	3,032	2,931	633	20	0.66	101	3.45	91	14.38	—	—	16	0.55	13	2.05
17	Orient. Bank of Commerce . . . . .	1,528	2,978	1,208	7	0.46	205	6.88	119	9.85	3	0.20	7	0.24	23	1.90
18	Vijaya Bank . . . . .	2,520	6,444	1,771	10	0.40	143	2.22	130	7.34	6	0.24	49	0.76	36	2.03
19	New Bank of India . . . . .	2,135	5,366	1,997	7	0.33	287	5.35	176	8.81	3	0.14	28	0.52	24	1.20
20	Andhra Bank . . . . .	2,896	5,377	2,037	20	0.69	541	10.06	287	14.09	6	0.21	38	0.71	121	5.94
‘A’ Total of 26 Nationalised Banks		1,07,971	2,27,671	88,917	5,737	5.31	28,690	12.60	2,05,02	23.05	1,396	1.29	5,072	2.23	3,592	4.04

1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17		
B—State Bank Group																		
1	State Bank of India	.	.	42,345	92,165	38,356	1,228	2.90	13,042	14.15	8,372	21.83	272	0.64	3,424	3.72	1,987	5.18
2	State Bank of Bikaner & Jaipur	.	.	2,032	5,448	2,795	103	5.07	879	16.13	572	20.47	3	0.15	200	3.67	92	3.29
3	State Bank of Hyderabad	.	.	2,237	5,539	2,505	55	2.46	439	7.93	286	11.18	12	0.54	32	0.58	59	2.39
4	State Bank of Indore	.	.	999	2,530	1,251	27	2.70	347	13.72	255	20.38	10	1.00	101	3.99	107	8.55
5	State Bank of Mysore	.	.	1,593	4,763	1,390	54	3.39	491	10.31	206	14.82	15	0.94	135	2.83	51	3.67
6	State Bank of Patiala	.	.	1,326	4,277	2,169	77	5.81	701	16.39	786	36.24	8	0.60	24	0.56	34	1.57
7	State Bank of Saurashtra	.	.	1,168	3,100	1,503	81	6.93	371	11.97	185	12.31	11	0.94	116	3.74	42	2.79
8	State Bank of Travancore	.	.	1,920	4,814	2,150	101	5.26	556	11.55	455	21.16	14	0.73	33	0.69	72	3.35
*B* TOTAL		.	.	53,660	1,22,636	52,119	1,726	3.22	16,826	13.72	11,117	21.33	345	0.64	4,065	3.31	2,444	4.69
*C* Other Financial Institutions																		
1.	Reserve Bank of India	.	.	5,121	17,559	7,839	268	5.23	2,147	12.23	1,630	20.79	37	0.72	981	5.59	400	5.10
2.	Industrial Finance Corporation of India	.	.	358	486	19	19	5.31	65	13.37	53	28.34	2	0.56	5	1.03	3	1.60
3	Industrial Reconstruction Corporation of India	.	.	80	66	41	5	6.25	6	0.09	11	26.83	1	1.25	—	—	2	4.88
4	Industrial Development Bank of India	.	.	785	919	473	38	4.84	132	14.36	124	26.22	8	1.02	38	4.13	33	6.98
*C* TOTAL		.	.	6,344	19,030	8,540	330	5.20	2,350	12.35	1,818	21.29	48	0.76	1,024	5.38	438	5.13
GRAND TOTAL A+B+C		.	.	1,67,975	3,69,337	1,49,576	7,793	4.64	47,866	12.96	33,437	22.35	1,789	1.07	10,161	2.75	6,474	4.33

Prescribed percentage of reservation for SCs — 15  
STs — 7.5

1	2	3	4	5	6	7	8	9	10	11	12	13
1	Andhra Pradesh	.	.	.	.	14 (13.1)	—	—	—	—	4 (2.0)	30-6-81
2	Assam	.	.	.	.	7	7	—	—	—	—	—
3	Bihar	.	.	.	.	14	14	5	5	5	5	—
4	Gujarat	.	.	.	.	7	7	—	—	—	—	—
5	Haryana	.	.	.	.	20 (2.10)	20 (4.25)	7	10	10	10	—
6	Himachal Pradesh	.	.	.	.	15	15	20	10	10	10	—
7	Jammu & Kashmir	.	.	.	.	8	8	22	14	14	14	—
8	Karnataka	.	.	.	.	15 (7.81)	15 (6.32)	15 (8.71)	Nil 7½	Nil 5	Nil 5	1-1-83
9	Kerala	.	.	.	.	8	8	3 (0.74)	3 (1.04)	3 (1.55)	3 (2.27)	1-1-81
10	Madhya Pradesh	.	.	.	.	15	15	18	18	20	20	—
11	Maharashtra	.	.	.	.	13 (5.30)	13 (8.67)	7	7	7	7	1-1-83
12	Manipur	.	.	.	.	15	15	7½	7½	38	38	—
13	Meghalaya	.	.	.	.	Nil	Nil	80	80	80	80	—
14	Nagaland	.	.	.	.	16	16	45	45	45	45	—

20% for SC, BC &amp; others

16 Punjab	25 (9.97)	25 (10.62)	25 (13.83)	25 (40.35)	24 Nil	24 Nil	24 Nil	24 Nil	31-3-82
17 Rajasthan	16 (5.23)	16 (8.42)	16 (14.93)	16 (20.69)	12 (2.80)	12 (5.79)	12 (4.39)	12 (8.94)	1-1-82
18 Sikkim	Nil	Nil	Nil	Nil	Nil	Nil	Nil	Nil	
19 Tamilnadu	15 (2.92)	15 (5.03)	15 (8.17)	15 (14.71)	29 (2.74)	29 (5.71)	29 (4.60)	29 (18.08)	1-1-83
20 Tripura	18	18	25	36	2	2	2	2	
21 Uttar Pradesh	Nil	Nil	Nil	Nil	Nil	Nil	Nil	Nil	
22 West Bengal	Nil	Nil	Nil	Nil	Nil	Nil	Nil	Nil	
23 Andaman & Nicobar Islands	Nil	Nil	Nil	Nil	Nil	Nil	Nil	Nil	5 31-3-80 (2.69)
24 Arunachal Pradesh	Nil	Nil	Nil	Nil	Nil	Nil	16	16	
25 Chandigarh	20 (9.87)	20 (10.60)	20 (13.83)	20 (40.34)	45	45	45	45	
26 Dadra & Nagar Haveli	15 (14.28)	15 (16.27)	2 (5.59)	2 (9.19)	Nil	Nil	Nil	Nil	1-1-82
27 Delhi	15 (7.70)	15 (12.35)	15 (9.66)	15 (21.69)	7½	7½	43	43	
28 Goa, Daman & Diu	2	2	2	2	Nil	Nil	(36.66)	(78.68)	Not known
29 Lakshadweep	Nil	Nil	Nil	Nil	7½ (0.65)	7½ (0.80)	7½ (0.83)	7½ (3.16)	1-1-83
30 Mizoram	N.A.	N.A.	N.A.	N.A.	5	5	5	5	
31 Pondicherry	16 (2.10)	16 (9.80)	16 (8.18)	16 (14.89)	N.A.	N.A.	N.A.	N.A.	1-1-83
					5	5	5	5	
					Nil	(0.52)	(0.33)	(1.06)	

18% combined for SCs &amp; STs

18% combined for SCs &amp; STs

15  
(11.47)





# ANNEXURE IX

Number of registrations and placements effected by the Employment Exchanges in respect of Scheduled Caste/Tribe applicants each year during the period 1975-82 and the number of such applicants on Live Register at the end of each year.

(Figures in Thousands)

Year	Scheduled Caste				Scheduled Tribe			
	No. of registrations effected during the year	No. of placements effected during the year	Percentage of placements to Registrations	No. on Live Register at the end of each year	No. of registrations effected during the year	No. of placements effected during the year	Percentage of placements to registrations	No. on Live Register at the end of each year
1	2	3	4	5	6	7	8	9
1975	631.6	59.7	9.4	1,011.6	164.2	22.5	13.7	233.3
1976	696.4	76.7	11.0	1,137.0	176.7	29.7	16.8	264.6
1977	637.4	69.0	10.8	1,281.9	161.1	26.3	16.3	287.5
1978	726.0	68.2	9.4	1,479.0	187.1	25.0	13.4	339.9
1979	743.7	66.1	8.8	1,661.1	192.8	21.5	11.2	408.1
1980	735.5	67.8	9.2	1,815.3	213.2	22.2	10.4	475.7
1981	685.9	64.3	9.4	1,969.2	188.8	22.3	11.8	554.2
1982	709.8	62.5	8.8	2,210.1	190.5	22.7	11.9	601.0

# ANNEXURE X

served vacancies notified and filled by the Employment Exchanges in respect of Scheduled Caste and Scheduled Tribe Applicants from 1975 to 1982

Year	Scheduled Caste			Scheduled Tribe		
	Vacancies notified	Vacancies filled	Percentage of vacancies filled to notified	Vacancies notified	Vacancies filled	Percentage of vacancies filled to notified
1	2	3	4	5	6	7
1975 . . . . .	45,593	24,703	54.2	18,975	6,169	32.5
1976 . . . . .	62,524	33,122	53.0	27,480	8,690	31.6
1977 . . . . .	57,969	31,961	55.1	27,467	9,087	33.1
1978 . . . . .	64,019	32,665	51.0	29,922	9,418	31.5
1979 . . . . .	63,373	31,180	49.2	30,825	9,344	30.3
1980 . . . . .	60,936	30,619	50.2	29,316	10,614	36.2
1981 . . . . .	63,681	31,476	49.4	31,138	10,130	32.5
1982 . . . . .	68,888	32,575	47.3	33,294	9,631	28.9

Sl. No.	University	Professors				Readers				Lecturers				Research Associates							
		Total	SC	% to total	ST	% to total	Total	SC	% to total	ST	% to total	Total	SC	% to total	ST	% to total					
1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19	20	21	22
1	Bangalore . . . . .	41	1	2.4	—	—	85	—	—	—	—	170	7	4.12	—	—	21	2	9.52	1	4.76
2	Berhampur . . . . .	13	—	—	—	—	23	—	—	—	—	47	—	—	—	—	—	—	—	—	—
3	Bhagalpur . . . . .	24	—	—	—	—	449	—	—	—	—	194	—	—	—	—	137	—	—	—	—
4	Bhavanagar . . . . .	7	—	—	—	—	9	—	—	—	—	117	1	0.85	—	—	8	—	—	—	—
5	Bombay . . . . .	56	—	—	—	—	87	—	—	—	—	72	3	5.56	—	—	—	—	—	—	—
6	Burdwan . . . . .	All teaching staff=225, SC Nil, ST Nil, All teaching staff=225, SC Nil, ST Nil																			
7	Cochin . . . . .	22	—	—	—	—	33	—	—	—	—	68	1	1.47	—	—	—	—	—	—	—
8	Dibrugarh . . . . .	11	—	—	—	—	35	—	—	1	2.86	63	—	—	2	3.17	—	—	—	—	—
9	Dr. H. S. G. Vishwa . . . . .	32	1	3.1	—	—	51	—	—	—	—	132	1	0.75	—	—	11	—	—	—	—
10	Gujarat Agril. . . . .	14	—	—	—	—	40	—	—	—	—	37	—	—	—	—	12	—	—	—	—
11	Gulbarga . . . . .	8	—	—	—	—	17	—	—	—	—	55	3	5.45	—	—	3	—	—	—	—
12	Guru Nanak Dev. . . . .	25	—	—	—	—	55	—	—	—	—	156	1	0.64	—	—	2	—	—	—	—
13	Haryana Agil. . . . .	80	—	—	—	—	199	1	0.50	—	—	777	3	0.39	—	—	49	8	16.33	—	—
14	H. P. Krishi . . . . .	16	—	—	—	—	63	1	1.59	2	3.17	214	3	1.40	6	2.80	—	—	—	—	—
15	Hyderabad . . . . .	18	—	—	—	—	32	—	—	—	—	45	—	—	—	—	4	—	—	—	—
16	I. K. Sangeet . . . . .	—	—	—	—	—	18	—	—	—	—	5	—	—	—	—	11	—	—	—	—
17	Jawaharlal Nehru . . . . .	54	—	—	—	—	100	—	—	—	—	135	4	2.96	—	—	4	—	—	—	—
18	Jiwaji. . . . .	6	—	—	—	—	7	—	—	—	—	20	—	—	—	—	—	—	—	—	—
19	Karnataka . . . . .	35	—	—	—	—	78	2	2.56	—	—	199	2	1.00	—	—	1	—	—	—	—
20	Kashi Vidyapith . . . . .	12	—	—	—	—	23	—	—	—	—	100	1	1.00	—	—	—	—	—	—	—
21	Kerala Agril. . . . .	76	—	—	—	—	148	—	—	—	—	216	9	4.17	—	—	110	3	2.73	—	—
22	Kumaon . . . . .	13	—	—	—	—	17	—	—	—	—	173	1	0.57	1	0.57	—	—	—	—	—
23	Lucknow . . . . .	44	—	—	—	—	93	—	—	—	—	319	1	0.31	—	—	—	—	—	—	—

24	M. Phule Krishi	83	—	—	—	156	1	0-64	1	0-64	318	15	4-71	2	0-62	967	69	7-14	27	2-79
25	Maharshi Dayanand	14	—	—	—	27	—	—	—	—	199	2	1-00	—	—	3	—	—	—	—
26	Mangalore	8	—	—	—	9	—	—	—	—	20	1	5-00	—	—	—	—	—	—	—
27	Nagpur	33	—	—	1	3-03	61	—	—	—	151	16	10-60	4	2-63	—	—	—	—	—
28	N. E. H. U.	28	—	—	2	7-14	72	—	—	—	179	—	—	—	—	—	—	—	1	1-00
29	Orissa University of Agril. & Tech.	30	—	—	—	—	99	1	1-00	1	1-00	240	—	—	—	—	—	—	—	—
30	Punjab	89	—	—	—	—	167	—	—	—	395	—	—	—	—	—	—	—	—	—
31	Punjabrao Krishi	70	3	4-29	—	185	6	3-24	1	0-54	394	25	6-34	9	2-28	8	1	12-50	—	—
32	Sardar Patel	18	—	—	—	42	—	—	1	2-38	78	—	—	—	—	—	—	—	—	—
33	Saurashtra	13	—	—	—	13	—	—	—	—	28	1	3-57	—	—	—	—	—	—	—
34	Shivaji	12	1	8-33	—	21	—	—	—	—	97	4	4-12	—	—	—	—	—	—	—
35	South Gujarat	15	—	—	—	25	1	4-00	—	—	30	—	—	—	—	—	—	—	—	—
36	Tamil Nadu Agril.	116	1	0-86	—	324	3	0-92	—	—	969	16	1-65	—	—	—	—	—	—	—
37	Tamil	10	—	—	—	6	—	—	—	—	4	—	—	—	—	—	—	—	—	—
38	Vidya Sagar	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—
39	Viswa Bharati	26	—	—	—	75	—	—	1	1-33	194	2	1-03	1	0-52	150	3	2-00	1	0-67
<b>Institution Deemed to be University</b>																				
1	Birla Instt. of Tech. & Science	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—
2	Central Instt. of English & Foreign Languages	14	—	—	—	25	—	—	—	—	37	—	—	—	—	2	—	—	—	—
3	Dayalbagh Edu. Instt.	3	—	—	—	13	—	—	—	—	89	—	—	—	—	15	—	—	—	—
4	Gurukul Kangri	—	—	—	—	10	—	—	—	—	32	—	—	—	—	—	—	—	—	—
5	Tata Instt. of Social Sciences	7	—	—	—	11	—	—	—	—	16	—	—	—	—	5	—	—	—	—

All teaching staff=173, SC Nil, ST Nil

All teaching staff=179, SC Nil, ST Nil

All teaching staff=173, SC Nil, ST Nil

No	1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18
	Total	SC	% to total	ST	% to total	Total	SC	% to total	ST	% to total	Total	SC	% to total	ST	% to total	Total	SC	% to total
1 Anna	48	1	2.00	—	—	649	100	15.40	—	—	122	39	31.96	—	—	—	—	Sweepers 49
2 Bangalore	28	—	—	—	—	465	41	8.82	9	1.94	551	45	8.17	6	1.09	—	—	do- 17
3 Berhampur	9	—	—	—	—	223	19	8.52	9	4.04	173	8	4.62	1	0.59	—	—	do- 16
4 Bhagalpur	31	1	3.23	—	—	193	10	5.18	1	0.52	141	17	12.06	3	2.12	—	—	do- 16
5 Bhavnagar	14	—	—	—	—	142	3	2.11	—	—	96	11	11.46	—	—	—	—	do- 8
6 Bombay	139	—	—	—	—	1,093	57	5.22	4	0.36	500	121	24.20	5	1.00	—	—	do- 47
7 Burdwan	108	1	0.92	—	—	491	2	0.41	—	—	405	54	13.33	6	1.48	—	—	do- 62
8 Cochin	89	6	6.74	—	—	231	16	6.93	—	—	105	11	10.47	—	—	—	—	do- 20
9 Dibrugarh	31	3	9.68	—	—	146	7	4.79	12	8.22	126	5	3.96	12	9.52	—	—	do- 11
10 Dr. H. S. G. Vishwa	18	—	—	—	—	259	20	7.72	1	0.39	439	150	34.17	5	1.14	—	—	—
11 Gujarat Ayurveda	19	—	—	—	—	225	20	8.89	—	—	170	30	17.65	—	—	—	—	Sweepers 32
12 Gulbarga	15	4	26.67	1	6.6	148	28	18.92	8	5.40	159	35	22.01	10	6.29	—	—	do- 4
13 Gujarat Agril.	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—
14 Guru Nanak Dev.	36	1	2.78	—	—	477	7	1.47	—	—	512	209	43.82	—	—	—	—	Sweepers 79
15 Haryana Agril.	113	1	0.88	—	—	1,283	74	5.77	7	0.55	1059	265	25.02	8	0.76	—	—	do- 171
16 H. P. Krishi	65	1	1.54	—	—	595	60	10.08	12	2.02	389	106	27.25	13	3.34	—	—	do- 22
17 Hyderabad	48	—	—	—	—	215	11	5.11	1	0.46	222	42	18.91	7	3.15	—	—	do- 27
18 Indira Kala Sangect	5	—	—	—	—	30	—	—	1	3.33	37	—	—	1	2.70	—	—	do- 2
19 Jawaharlal Nehru	109	4	3.67	—	—	482	37	7.26	1	0.20	381	44	11.55	1	0.26	—	—	do- 96
20 Jiwaji	9	—	—	—	—	137	2	1.46	—	—	92	3	3.26	—	—	—	—	do- 6
21 Karnataka	80	1	1.25	—	—	524	18	3.44	1	0.19	413	30	7.26	—	—	—	—	do- 22
22 Kashi Vidyapith	6	—	—	—	—	134	5	3.73	—	—	108	7	6.48	—	—	—	—	do- 8
23 Kumaon	12	1	8.33	—	—	121	12	9.91	—	—	107	22	30.56	—	—	—	—	do- 13
24 Lucknow	45	1	2.22	—	—	394	1	0.25	—	—	581	52	8.95	—	—	—	—	do- 84

25	Mahatma Phule Krishi	20	1	5.00	—	—	506	70	13.83	8	1.58	2,400	410	17.08	96	4.00	-do-	8
26	Maharshi Dayanand	82	—	—	—	—	461	18	3.90	—	—	227	26	11.45	—	—	-do-	34
27	Mangalore	7	—	—	—	—	61	12	19.67	7	11.47	4	3	75.00	—	—	—	—
28	Nagpur	24	1	4.17	—	—	472	44	9.32	17	3.60	384	43	11.20	80	20.83	-do-	23
29	N. E. H. U.	41	1	2.43	23	56.09	485	5	1.03	289	59.59	124	1	0.80	80	64.52	—	—
30	Orissa	22	—	—	—	—	856	52	6.07	13	1.52	475	25	5.26	4	0.84	-do-	38
31	Punjab	90	—	—	—	—	994	32	3.22	—	—	610	82	13.44	19	3.11	-do-	186
32	Punjabrao Krishi	22	2	9.09	—	—	1,318	137	10.39	62	4.70	1,837	445	24.22	265	14.43	-do-	42
33	Sardar Patel	11	—	—	1	9.09	129	3	2.33	—	—	88	10	11.36	19	21.60	-do-	15
34	Saurashtra	40	—	—	—	—	223	6	2.69	—	—	119	8	6.72	2	1.68	-do-	12
35	Shivaji	19	—	—	—	—	398	22	5.53	—	—	231	42	18.18	—	—	-do-	5
36	South Gujarat	25	1	4.00	—	—	183	9	4.92	14	7.65	120	10	8.33	46	38.33	-do-	17
37	Tamil Nadu Agril.	84	—	—	—	—	430	34	7.90	—	—	1,950	333	17.07	—	—	—	—
38	Tamil	9	—	—	—	—	37	3	8.10	—	—	11	1	9.09	—	—	-do-	2
39	Vidya Sagar	2	—	—	—	—	2	—	—	—	—	4	1	25.00	—	—	-do-	1
40	Viswa Bharati	97	—	—	1	1.03	649	42	6.47	1	0.15	596	68	11.40	83	13.93	-do-	38

Institution Deemed to be Universities																		
1	Birala Instt. of Tech. & Science.	228*	4	(4.75%)	—	—	—	—	—	—	—	194	12	6.18	—	—	-do-	24
2	Central Instt. of English	23	—	—	—	—	110	10	9.10	2	1.82	56	18	32.14	1	1.78	-do-	12
3	Dayalbagh Edu. Instt.	3	—	—	—	—	67	4	6.00	—	—	76	15	19.73	3	3.95	—	—
4	Gurukul Kangri	9	—	—	—	—	35	2	5.71	—	—	44	6	13.63	—	—	-do-	4
5	Tata Instt. of Social Sciences	13	1	7.69	—	—	47	6	13.00	—	—	47	14	28.78	—	—	—	—
6	Instt. of Social Sciences	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	-do-	1

Note : '—' denotes nil.

(\*) Represents combined figures for Class I, Class II and Class III posts.



## CHAPTER VIII

### Activities of the Field Offices

8.1 The Commission has 17 field offices headed by Directors (12) and Deputy Directors (5) in the various States/UTs. Annexure I to this Chapter indicates the location/jurisdiction of these field offices.

8.2 The field offices function as the eyes and ears of this Commission. In addition, these offices function as the field agency of the Ministry of Home Affairs particularly for the purpose of inspecting the Central Sector Schemes. The Heads of these offices also participate as full-fledged members in the managing committees of the non-official organisations aided by the Ministry of Home Affairs for the welfare of the SC & ST. The field officers holding the rank of Director also function as ex-officio Deputy Commissioners for Scheduled Castes and Scheduled Tribes in their respective regions for liaison work like collection of material for annual reports of the Commissioner for SC & ST, attending to various types of complaints relating to service matters, land disputes, atrocities, untouchability offences etc. The activities of the field officers during the year under report are discussed in the following paragraphs.

#### Tours and Surveys

8.3 The field officers undertook tours in the States/UTs under their jurisdiction for inspection of schemes being implemented under Special Component Plan, Tribal Sub-Plan, Backward Classes Welfare Sector and under General Sector and reported the progress thereof to the Commission and the Ministry of Home Affairs. They also conducted research studies on the problems of Scheduled Castes and Scheduled Tribes. The details of tours undertaken/research studies conducted during 1982-83 are given in Annexures II & III respectively.

#### Conference of Field Officers

8.4 In order to make this Commission's field officers aware of the latest thinking on the problems relating to the welfare of the Scheduled Castes and Scheduled Tribes and to secure feed back from the field officers on how the various programmes for the welfare/development of Scheduled Castes and Scheduled Tribes are functioning, a Conference of the field officers was organised at New Delhi on the 5th and 6th July, 1982. Officers of the Ministry of Home Affairs (Scheduled Castes and Backward Classes Development Division and Tribal Development Division), who are incharge of formulating the plans and programmes for Scheduled Castes and Scheduled Tribes were

also invited to attend the Conference for bringing about interaction among the Commission, its field officers and the Ministry's officers. The officers of the office of the Commissioner for Scheduled Castes and Scheduled Tribes were also invited. The Conference was presided over by Shri K. Rajamallu, the then Chairman of this Commission. Points discussed in the Conference pertained to Special Component Plan/Tribal Sub-Plan, reservation in service, implementation of welfare schemes, role and functioning of field officers of the Commission, PCR Act and atrocity cases and Administrative and Housekeeping matters. The points arising out of the discussions and requiring some action were taken up with the competent authorities.

#### Inspection of Non-Official Organisation

8.5 The Ministry of Home Affairs gave grants amounting to Rs. 63,23,164 to the non-official organisations of all India character during 1982-83 for improving the educational and socio-economic conditions of the Scheduled Castes and Scheduled Tribes. The details are as follows :

Sl. No.	Name of non-official organisation	Grant-in aid during 1982-83 (Rs )
1	Harijan Sevak Sangh, Kingsway, Delhi	19,07,360
2	Servants of India Society, Poona	7,09,080
3	Indian Red Cross Society, 1, Red Cross Road, New Delhi.	8,99,447
4	Hindi Sweepers Sevak Samaj, H. 198, Kalibari Marg, New Delhi.	3,60,702
5	Ramakrishna Mission Ashram, Puri (Orissa)	2,13,235
6	Ramakrishna Mission Ashrama, Ranchi	4,99,699
7	Sri Ramakrishna Advaita Ashrama, P.O. Kalady, Ernakulam District, Kerala	1,46,376
8	Thakkar Bapa Ashram, P.O. Nimakhandi, Dist. Ganjam, Orissa	61,800
9	Ramakrishna Mission Ashram, P.O. Vivekanandanagar, Distl. Purulia, West Bengal	82,160
10	Ramakrishna Mission Ashrama, P.O. Narendrapur, 24 Parganas, West Bengal	3,68,737
11	Sri Ramakrishnan Ashram, P.O. Nimpith Ashram, 24 Parganas (Sunderbans), West Bengal	1,00,000
12	Bharatiya Harijan Girijan Samaj Unnati Mandal, Head Office, Vidyashram, Bhivandi, Distt. Thane, (Maharashtra)	2,07,456
13	Akhil Bharat Anusuchit Jati Parishad 135, South Avenue, New Delhi	1,39,718
14	Social Work & Research Centre, Tilonia, Madanganj, Ajmer, Rajasthan	6,27,400
	Total	63,23,164

The field officers attended the meetings of the Managing Committees of the above mentioned on-official organisations from time to time during the year. They also inspected the working of these organisations as required by the Ministry of Home Affairs and sent inspection reports to that Ministry.

#### **Working Group Meetings held in the Ministry of Home Affairs/Planning Commission**

8.6 While the Scheduled Castes and Backward Classes Development Division of the Ministry of Home Affairs utilised the services of the Commission's field officers during the year by associating them with the meetings of the Working Groups on Annual Plan 1983-84, Special Component Plan 1983-84 and Backward Classes Welfare Sector, the Tribal Development Division of the Ministry somehow did not associate them with similar meetings on the formulation of Tribal Sub Plan 1983-84. It would be appropriate if the Tribal Development Division falls in line with the C&BCD Division in this matter.

#### **Tribes Advisory Councils**

8.7 It is worth noting that in response to a communication from the Commission Headquarters, the State Governments of Andhra Pradesh, Gujarat, Maharashtra, Himachal Pradesh, Orissa, Rajasthan, Uttar Pradesh have decided to invite the respective Directors/Deputy Directors to the meetings of the Tribes' Advisory Councils set up under Fifth Schedule of the Constitution. Replies are yet awaited from the remaining State Governments where there are Tribes Advisory Councils but the Directors/Deputy Directors are not being invited to the meetings. The Commission hope that these States will also follow suit in extending invitations to the respective field officers for attending the meetings, with a view to utilizing their knowledge and special expertise on the problems of Scheduled Castes and Scheduled Tribes.

#### **Meetings held to review SCP & TSP in the States/UTs**

8.8 The Commission are happy to note that the Government of Andhra Pradesh, Assam, Bihar, Gujarat, Haryana, Himachal Pradesh, Jammu & Kashmir, Karnataka, Kerala, Madhya Pradesh, Maharashtra, Orissa, Tamil Nadu, Andaman & Nicobar Islands, Chandigarh, Goa, Daman & Diu and Pondicherry have agreed to associate the concerned field officers of this Commission in the meetings held by the State/UT Chief Secretaries to review the working of Special Component Plan and/or Tribal Sub Plan from time to time. The Governments of Punjab, Rajasthan, Sikkim, Tripura and West Bengal have yet to take this step. It is hoped they will do so expeditiously.

#### **Pre-examination Coaching Centres**

8.9 With a view to improving the representation of Scheduled Castes and Scheduled Tribes in various posts and services under the Central/

State Government and public undertakings as also the intake of Scheduled Caste and Scheduled Tribe persons for admission to Medical and Engineering Colleges, the Government of India have established 59 Pre-examination Training Centres till March, 1983 located in various States/UTs. 23 of these Centres are managed by non-Government Agencies like the Universities and the remaining 36 by State Governments themselves. The Directors/Deputy Directors continued to play their assigned role as members of the Managing/Selection Committees of these Centres.

#### **Harijan & Tribal Research Institutes**

8.10 There are Harijan & Tribal Research Institutes in the States of Andhra Pradesh, Assam, Bihar, Gujarat, Karnataka, Kerala, Madhya Pradesh, Maharashtra, Orissa, Rajasthan, Uttar Pradesh and West Bengal. In pursuance of the decision taken in the Conference of field officers of the Commission held in July, 1982, the Ministry of Home Affairs were requested to associate our field officers with the Managing Committees of these Institutes. Though the Ministry have not yet responded to the Commission's communication, it is understood that the institutes at Hyderabad, Calcutta and Trivandrum have started inviting the concerned field officers of the Commission to the meetings. The Commission expect that Ministry of Home Affairs would prevail upon the remaining institutes to draw upon the expertise of our field officers.

#### **Scheduled Castes Development Corporations**

8.11 Following another decision taken by the Conference of the Commission's field officers referred to above, the Commission requested the Ministry of Home Affairs to nominate the field officers of the Commission on the Boards of Directors of the Scheduled Castes Development Corporations in the States/UTs. The Ministry's reply in the matter reads as follows :

"Senior Officers from the various Ministries are being appointed on the Board of the Scheduled Castes Development Corporation. Therefore, it is not possible to nominate Directors/Deputy Directors on the Board of Directors. However, the Zonal Directors and Deputy Directors are generally being invited to attend the meetings of the Board of Directors as Special invitees."

The Commission are pursuing the matter with the Ministry of Home Affairs. A recommendation on this subject has already been made in Chapter IV—Economic Development.

#### **Representations from SCs & STs in Services, Land matters, Untouchability Practices and Atrocities etc.**

8.12 The field offices of the Commission continued to deal with a large number of representations received by them direct from the representationists as well as forwarded to them by the Commission Headquarters, Office of the

Commissioner for Scheduled Castes and Scheduled Tribes, etc. relating to grievances in services, land disputes, delay in award of scholarship, untouchability practices and atrocities on caste basis. The field offices took these up with the authorities concerned in the State Governments/Central Government etc. with a view to providing relief to the representationists. The Commission hope that the field officers would continue giving their very best to provide relief to the aggrieved Scheduled Castes/Scheduled Tribes.

#### **Monthly Reports**

8.13 All the field officers continued to provide useful information to this Commission on various

matters relating to the welfare and development of Scheduled Castes/Scheduled Tribes in the States/UTs through their Monthly Reports. These Monthly Reports provided a comprehensive picture of the events concerning Scheduled Castes/Scheduled Tribes in the various States/UTs. The deficiencies in the working of the various schemes particularly those covered by the Prime Minister's 20-Point Programme, as brought out in these Monthly Reports were taken note of by the Commission for initiating suitable remedial action. The Monthly Reports submitted by field offices also enabled this Commission to commend some good decisions taken by particular State(s) to other States/UTs for emulation.

# ANNEXURE I

Sl. No.	Head of the Office	Headquarter	Jurisdiction
1	Director for Scheduled Castes & Scheduled Tribes	Ahmedabad	Gujarat, Dadra & Nagar Haveli
2	Do.	Bangalore	Karnataka
3	Do.	Bhopal	Madhya Pradesh
4	Do.	Bhubaneswar	Orissa
5	Do.	Calcutta	West Bengal, Sikkim, Andaman & Nicobar Islands
6	Do.	Hyderabad	Andhra Pradesh
7	Do.	Jaipur	Rajasthan
8	Do.	Lucknow	Uttar Pradesh
9	Do.	Madras	Tamil Nadu, Pondicherry
10	Do.	Pune	Maharashtra, Goa, Daman & Diu
11	Do.	Shillong	Meghalaya, Nagaland, Manipur, Mizoram, Arunachal Pradesh
12	Do.	Patna	Bihar
13	Deputy Director for Scheduled Castes and Scheduled Tribes	Agartala	Tripura
14	Do.	Chandigarh	Punjab, Haryana and Chandigarh
15	Do.	Gauhati	Assam
16	Do.	Simla	Himachal Pradesh, Jammu and Kashmir
17	Do.	Trivandrum	Kerala, Lakshadweep

## ANNEXURE II

### Important Tours undertaken by Field Officers of the Commission for Scheduled Castes and Scheduled Tribes, during 1982-83

Month	Sl. No.	Head of Field Office	Place(s) visited	Purpose	Period
1	2	3	4	5	6
April 82	1	Director Ahmedabad	Godhari and Kolat villages, Sanand Taluka	To discuss with Block Development Officer the implementation of SCP in the two villages.	3-4-82
	2	Director Bhopal	Indore	To inspect the working of Balwadis and Hind Sweeper Sewak Samaj. Also met the Chairman, MP Public Service Commission regarding recruitment policy of SCs and STs.	2-4-82 to 10-4-82  17-4-82 to 19-4-82
	3	Director Bangalore	Belgaum and Dharwar	To conduct a survey on the prevalence of untouchability in Karnataka.	12-4-82 to 17-4-82
	4	Director Bhubaneswar	Ramakrishna Mission Ashram Puri	To discuss with the Secretary of the Ashram the budget proposals for 1982-83.	April, 82
	5	Deputy Director Chandigarh	Jullundur	To conduct an enquiry into the alleged demolition of Balmiki Mandir by Police in Kartarpur.	April, 82
	6	Director Lucknow	New Delhi	(i) For participation in the Working Groups of the Planning Commission on UP's Annual Plan 82-83 relating to SCP, TSP, etc.	21-4-82 to 24-4-82
			Kanpur District	(ii) Study on the implementation of the scheme for award of Post-matric scholarships to children of persons engaged in unclean occupations in Kanpur district.	April, 82
	7	Director Madras	Pondicherry and Madras	(i) To accompany Chairman, Commission for SC & ST to Pondicherry and Madras.	7-4-82 to 9-4-82
			Madurai District	(ii) To assess the prevalence of untouchability.	28-4-82 to 3-5-82
May 82.	8	Director Patna	Calcutta	To discuss with the Director SCs/STs Welfare Department regarding the working of Centrally Sponsored Schemes and allied matters.	2-4-82 to 11-4-82
	9	Deputy Director Trivandrum	Sastham Cottah, Quilon Dist.	To conduct a survey of the working of Post-Matric Scholarship Scheme in Devaswom College, Sastham Cottah, Quilon.	15-4-82
	1	Director Ahmedabad	Bombay	To review the implementation of reservation orders by General Insurance Corporation.	11-5-82 to 14-5-82
	2	Director Bhopal	Madhya Pradesh	To accompany the Commission for SC/ST during their tour in Madhya Pradesh.	May, 82
	3	Director Bangalore	Karnataka	To accompany Chairman, Commission for SC & ST throughout his tour in Karnataka to review the implementation of the schemes under SCP and TSP.	2-5-82 to 13-5-82
	4	Director Bhubaneswar	Puri	In connection with the State level youth convention held under the auspices of Ramakrishna Mission.	15-5-82 to 17-5-82

## ANNEXURE II—Contd.

3	4	5	6
Director Patna	Gangtok	To accompany the Member and Secretary of the Commission for SC & ST during their tour to Gangtok and to help in their discussions with Governor, Chief Secretary and other officials of the Government of Sikkim regarding implementation of SCP for SCs and TSP in Sikkim.	10-5-82 to 15-5-82
Deputy Director Trivandrum	Ernakulam	To inspect the record of accounts in respect of grant-in-aid sanctioned and to inspect the working of the Advaita Ashram, Ernakulam.	10-5-82 to 11-5-82
Director Bangalore	Tumkur	To look into a complaint that the funds were not released for implementation of SCP and to discuss the matter with the Deputy Commissioner and other officials.	29-6-82
Director Bhubaneswar	Puri District	To conduct an on-the-spot enquiry in village Chapmanik in connection with some atrocity cases. Also to visit Balagaon to study the working of Scheduled Caste Fishermen Co-operative Societies around Chikka Lake and to discuss the problems of SC fishermen with the local officials.	6-6-82 to 9-6-82
Director Lucknow	Kanpur	To discuss with the Director of Industries, Kanpur regarding setting up of small industrial units for SCs/ STs in Uttar Pradesh. Also to inspect the functioning of coaching-cum-guidance centre for SCs/STs in Kanpur.	8-6-82 to 9-6-82
Director Madras	Puljagudi village (Tirunelveli District)	(i) To conduct an on-the-spot enquiry into the clash occurred in the village between caste Hindus and Scheduled Castes. (ii) Also visited Chengalpattu district to evaluate the working of SCP.	24-6-82 to 27-6-82 28-6-82 to 29-6-82
Deputy Director Trivandrum	Ernakulam	To attend the Selection Board meeting of the Pre-examination Training Centre, Ernakulam for selecting candidates for admission to various courses.	2-6-82 to 3-6-82
Director Bhubaneswar	Puri and Koraput districts	To accompany the Commission for SC & ST during their tour to Orissa and help in the Commission's discussions with the District Collector/officials/non-officials at Puri and Koraput.	13-7-82 to 17-7-82
Director Jaipur	Tehsil Abu Road, Sirohi district	To study the working and impact of various schemes under TSP.	15-7-82 to 17-7-82
Director Lucknow	Agra and Mainpuri	To accompany the Parliamentary Committee (Study Group I) during its tour to study the situation arising out of killing of Harijans in village Rampura, district Mainpuri.	30-7-82 to 1-8-82
Director Patna	Aurangabad district	To conduct an on-the-spot enquiry into the atrocity committed on Harijans of village Gaini.	July, 82
Deputy Director Pune	Nagpur	To inspect the working of various welfare schemes for SCs/STs and to discuss with the Divisional Social Welfare Officer, Nagpur.	July, 82
Director Ahmedabad	Gandhinagar	To accompany the Parliamentary Committee on the welfare of SCs and STs during its visit to Gandhinagar.	August, 1982
Director Bhopal	Raipur	To attend the meeting of Pre-examination Training Centre, Raipur.	23-8-82 to 24-8-82

## ANNEXURE II—Contd.

	2	3	4	5
982—	3	Director Bangalore	Bangalore	To accompany the Chairman, Commission for SC & ST during his visit to Bangalore and to help in his discussions with all Heads of Departments regarding implementation of schemes under SCP and TSP.
	4	Director Bhubaneswar	Cuttack	To attend the meeting of the Selection Committee of Pre-examination Training Centre, Ravenshaw College, Cuttack for selecting SC/ST candidates for admission to the PETC for getting coaching for the Clerks/Assistants Grade Examination.
	5	Director Jaipur	Bikaner	To study the implementation of the schemes under the SCP.
	6	Director Lucknow	Allahabad	To attend the meeting of the Managing Committee of the All India Services Pre-examination Training Centre, Allahabad.
	7	Director Madras	Villupuram	To discuss with the Managing Director, Tamil Nadu Adi Dravida Housing and Development Corporation Ltd. about the various programmes of economic development implementation for the welfare of SCs and STs.
	8	Director Patna	Rajgir, Nalanda, Gaya and Ranchi	To accompany the Member and Secretary of the Commission for SC & ST and to help in discussions with the district officials/State officials and with Block Development Officers regarding implementation of SCP, IRDP, TSP and the working of DRDA.
	9	Deputy Director Pune	Bombay	To liaise with Government of Maharashtra for ensuring proper arrangements for the tour of the Study Group II of the Parliamentary Committee.
	10	Deputy Director Simla	Solan	To accompany the Deputy Commissioner for SC & ST and to help in discussions with the State Government officials regarding implementation of SCP.
	11	Deputy Director Trivandrum	Ramakrishna Advaita Ashrama, Kalady (Ernakulam District)	To examine the proposals of the Ashrama for extension of hostel building for coaching classes and for construction of accommodation for the hostel staff.
12 .	1	Director Ahmedabad	Gujarat	To accompany the Parliamentary Committee for Welfare of SCs and STs in their tour to Gujarat and Bombay to look into the causes of anti-reservation movement in Gujarat, to evaluate the performance of Scheduled Caste Development Corporation and Tribal Development Corporation and to probe into the high rate of acquittals in atrocity cases and PCR Act cases.
	2	Director Bangalore	Karnataka	To study bonded labour, implementation of the Minimum Wages Act and grant of surplus land to Scheduled Castes and Scheduled Tribes under the Karnataka Land Reforms, Act, in different districts.
	3	Director Jaipur	Udaipur	To study the intake of SCs/STs in different cadres of services in the Hindustan Zinc Limited, Udaipur and the procedure for implementation of the reservation policy being followed by the undertaking.
	4	Director Lucknow	Sultanpur and Allahabad districts	To review the SCP and other schemes implemented for the welfare of SCs and STs and to study the working of the (Engineering Services Pre-examination Training Centre, Allahabad).
	5	Director Madras	Kanyakumari, Tiruchirappally, Neyveli and Pondicherry	To accompany the Study Group I of the Parliamentary Committee on welfare of SCs & STs.



## ANNEXURE II Contd

3	4	5	6
Deputy Director Pune	(i) Daman	To discuss the working of TSP with the Administration.	9-9-82
	(ii) Bombay	To make arrangements for the visit of Study Group II of the Parliamentary Committee from 15-9-82 to 18-9-82.	10-9-82
Deputy Director Trivandrum	Kanyakumari	To accompany the Parliamentary Committee on the Welfare for Scheduled Castes and Scheduled Tribes during their tour.	6-9-82 to 7-9-82
Director Madras	Madurai	To inspect the working of the Primary Ashram School Madurai (being run by the Tamil Nadu Harijan Sevak Sangham, a non-official organisation receiving grant-in-aid)	5-10-82 to 8-10-82
Director Patna	Ranchi	To discuss with the Deputy Commissioner, Ranchi regarding Police firing on tribals at Mandar. To discuss with the Tribal Welfare Commissioner regarding the working of the Bihar Tribal Welfare Research Institute, Pre-examination, Training Centres, and Data Bank for the tribals. Also to discuss with the Deputy Director, Welfare Department about implementation of Post-matric Scholarship scheme in Chotanagpur.	6-10-82 to 8-10-82
Deputy Director Pune	Amraoti, Nagpur, Nashik, Pune, Aurangabad, Bombay	To attend the Divisional Meetings held for reviewing the progress made in the implementation of Special Component Plan in Maharashtra.	Oct. 82
Deputy Director Simla	(i) Kinnaur	To study the welfare schemes as well as working of ITDP in Kinnaur dist.	30-9-82 to 6-10-82
	(ii) Chandigarh	To attend the 66th meeting of the Board of Directors of Haryana Harijan Kalyan Nigam.	24-10-82 to 25-10-82
Director Ahmedabad	Bombay	To accompany Secretary, Commission for SC & ST and to attend a Workshop on Reservations conducted for General Insurance Corporation Personnel officers.	8-11-82 to 12-11-82 and 15-11-82 to 20-11-82
Director Bhopal	Vidisha district	To inspect the working of some of the schemes being implemented in the districts.	18-11-82 to 19-11-82
Director Bangalore	Raichur and Billar Districts	To inspect the working of some of the schemes implemented for the welfare of SCs/STs in the reserved constituencies.	29-11-82 to 3-12-82
Director Madras	Kotagiri (Nilgiri district)	To inspect the working of the Nilgiri Adivasi Welfare Association.	10-11-82 to 13-11-82
Deputy Director Pune	Bombay	To discuss the issue of reservation for scheduled castes and scheduled tribes in services in the General Insurance Corporation, with the Corporation's officers.	10-11-82 to 11-11-82
Deputy Director Trivandrum	Community Development Block, Nemom	To study the schemes (like) housing schemes, loan for purchase of agricultural land, and loan for the purchase of sewing machines implemented by the Kerala State Development Corporation.	Nov. 82
Director Ahmedabad	Gandhinagar	To attend the meeting of the Scheduled Castes Economic Development Corporation.	1-12-82
Director Bhubaneswar	uri	To attend the meeting of the Managing Committee of the Ramakrishna Mission Ashram, Puri on 19-12-82 and to discuss with the District Collector Puri, regarding arrangements for the visit of the Study Group II of the Parliamentary Committee on Welfare of Scheduled Castes and Scheduled Tribes to Puri.	19-12-82

## ANNEXURE II—Contd.

2	3	4	5
3	Director Calcutta	Darjeeling, Jalpaiguri and Cooch	To inspect the working of Balwadis run by the Harijan Sevak Sangh.
4	Deputy Director Pune	New Delhi	To participate in the Annual Plan discussion of Maharashtra for 1983-84 held in the Planning Commission.
5	Director Shillong	Nagaland	To inspect the working of the Nagaland Gandhi Ashram.
83	1	Director Ahmedabad	(i) Gandhinagar To attend the meeting of Directors of Gujarat State Scheduled Caste Economic Development Corporation. (ii) Naroda To inspect an Ashram Shala for children belonging to Denotified Tribes.
2	Director Bhopal	Rewa and Satna	To finalise the report on the working of schemes for the welfare of scheduled castes.
3	Director Bangalore	South Canara, Chickmagalur and Hasan districts	To inspect the working of various development schemes for the welfare of scheduled castes and scheduled tribes.
4	Director Bhubaneswar	New Delhi	For Plan discussions with Joint Secretary (SC & SCD), Ministry of Home Affairs Government of India.
5	Director Calcutta	Haldia	To accompany the Study Group I of the Parliamentary Committee on the welfare of SCs/STs and to help in discussions with Indian Oil Corporation, Haldia on the problems of Scheduled caste & scheduled tribe persons in services (with L.O.C., Haldia).
6	Director Hyderabad	Ajijnagar	To see the working of the poultry complex at Ajijnagar on 29-1-83. Also visited the urban housing colony for the weaker sections at Premavathipet.
7	Director Lucknow	Uttar Pradesh	(i) To accompany the team of the Commission for SC & ST during their tour of the State. They made spot studies in Varanasi, Allahabad and Lucknow on various schemes being implemented for the welfare of SCs/STs under SCP. (ii) To accompany the Study Group I of the Parliamentary Committee on Welfare of SCs/STs on its tour to Lucknow and to the Scooter India Limited (a Government of India Undertaking) where they held discussions with the officials regarding representation of Scheduled Castes and Scheduled Tribes in services.
8	Director Madras	(i) Madras (ii) Hyderabad	To participate in discussions held by Joint Secretary, Ministry of Home Affairs, with the Tamil Nadu Government about Tribal Sub-Plan. To discuss with officers of Government of Andhra Pradesh regarding SCP and TSP.
9	Deputy Director Pune	Bombay and Gujarat (Panchmahal, Vadodara, Lunawadi)	To discuss with State/District officials regarding implementation of SCP.
10	Deputy Director Simla	(i) Bilaspur (ii) Patiala	To study the working of welfare schemes in Bilaspur district and their impact on scheduled castes and scheduled tribes. To attend the meeting of Pre-examination Training Centres for selection of scheduled caste and scheduled tribe candidates for coaching for All India Civil Services Examination.
11	Deputy Director Trivandrum	Trichur	To study the progress of the schemes implemented by the Kerala Scheduled Castes and Scheduled Tribes Development Corporation.
1	Director Bhopal	(i) Jabalpur (ii) Sirguja	To attend the meeting for selection of scheduled caste and scheduled tribe candidates for service in nationalised banks. To see the working of ITD projects.

## ANNEXURE II--Contd.

3	4	5	6
Director Bangalore	Bijapur	To inspect the progress of schemes run by the Bharatiya Harijan Girijan Samaj Unnati Mandal, for the benefit of scheduled castes and scheduled tribes.	8-2-83 to 12-2-83
Director Bhubaneswar	Koraput	To attend a seminar on Development prospects of Koraput region.	7-2-83 to 9-2-83
Director Calcutta	Nimpith	To visit various institutions run by the Ramakrishna Ashram, Nimpith and to offer comments to Ministry of Home Affairs on the Ashram's proposals.	26-2-83
Director Jaipur	Makrana Nagaur)	(district For assessing the progress of schemes in Bhilwara and Makrana towns in Rajasthan on Pilot Project basis from 1981-82 for complete eradication of scavenging through conversion of all dry latrines into water borne ones.	7-2-83 to 9-2-83
Director Madras	Madurai, Bangalore & Coimbatore	To participate in the Selection Committee of General Insurance Corporation for interviewing scheduled caste and scheduled Tribes candidates for the posts of AAO, Typist & Assistants (on 5-2-83 at Madurai, on 16-2-83 at Bangalore and from 24th to 28th Feb. 83 at Coimbatore.)	(as given under Col. 5)
Deputy Director Pune	Bombay	To discuss with Maharashtra State officials regarding the working of the various schemes for the welfare of scheduled castes & scheduled tribes. To participate in the meeting of the Selection Board for recruiting Assistant Administrative Officer for General Insurance Corporation.	17-2-83 to 19-2-83
Deputy Director Trivandrum	Ernakulam	To study the working of Pre-examination Training Centre, Ernakulam.	Feb. 83
Director Ahmedabad	Gandhinagar	To attend the meeting of the State Advisory Committee on the implementation of PCR Act.	2-3-83
Director Bhopal	(i) Katni (Jabalpur district) (ii) Titora village (Sehore district)	To inspect an institution run by the Hind Sweepers Sewak Samaj.	March 83
Director Bangalore	Magadi and Kanakpura Blocks (district Bangalore)	To assess the impact of development schemes on scheduled castes & scheduled tribes.	March 83
Director Bhubaneswar	New Delhi	To study the impact of Special Component Plan and other schemes on the economic conditions of Scheduled Castes.	3-3-83 to 6-3-83
Director Jaipur	New Delhi	To attend meetings in the Planning Commission on SCP and TSP for Orissa for the year 1983-84	3-3-83 to 19-3-83
Director Lucknow	Lucknow, Hardoi and Sitapur	To participate in discussions on SCP for 1983-84 in the Planning Commission.	7-3-83 to 11-3-83
Director Madras	New Delhi	To accompany Joint Secretary, Ministry of Home Affairs, on his tour to Uttar Pradesh for seeing various schemes being implemented under SCP in certain blocks of Lucknow, Hardoi and Sitapur districts.	10-3-83 to 11-3-83
Deputy Director Pune	(i) Panaji (ii) New Delhi	To attend the meeting of the Planning Commission on 24-3-83 for finalising the Annual Plan/SCP for 1983-84.	24-3-83
Deputy Director Triyandram	Calicut	To discuss with the Secretary Welfare Department (Goa, Daman & Diu) regarding the progress of implementation of welfare schemes for SCs & STs.	10-3-83 to 12-3-83
		To participate in the discussions in the Planning Commission on SCP and TSP for 1983-84.	12-3-83 to 17-3-83
		To see the working of the Kerala Institute for Research Training and Development Studies for Scheduled Castes and Scheduled Tribes, Calicut.	March 83

### ANNEXURE III

**List of Research Studies/Sample Surveys/on-the-spot enquiries undertaken by the Commission's field offices**

Field Office	Month	Sl. No.	Research Studies/Sample Surveys/on-the-spot enquiries
2	3	4	5
1 Ahmedabad	Jan. 83	1	Research study on the working and the impact of the welfare schemes under Special Component Plan in Kheda district, Gujarat.
2 Bhopal	Nov. 82	1	Study of land alienation in Durg District.
	Jan. 83	2	Study on the working of schemes financed by Harijan Corporation in Rewa and Satna districts, Madhya Pradesh.
3 Bangalore	Apr. 82	1	Study on the prevalence of untouchability in Karnataka.
	May 82	2	Do.
	Jun. 82	3	Study of Devdasi System in Bijapur and Belgaum districts, Karnataka.
	Sep. 82	4	Study of bonded labourers, implementation of minimum wages, grant of surplus land to Scheduled Castes and Scheduled Tribes, implementation of schemes under Special Component Plan.
Bhubaneswar	Oct. 82	1	Study on the working of Tribal Sub-Plan in the area covered by Integrated Tribal Development Agency, Phulbani.
Chandigarh	Apr.— May 82	1	Enquiry into alleged demolition of Balmiki Mandir by police in Kartarpur in Jullundur district (Punjab).
Gauhati	May 82	1	Working of Girls hostels in Assam.
Hyderabad	Jul. 82	1	Enquiry into the clash between Harijans and Caste Hindus in Krishnamsettypalli village, Prakasham district, Andhra Pradesh.
	Aug. 82	2	On-the-spot enquiry into the firing incident which took place in Patrapalle Thanda, village Chittore district, Andhra Pradesh.
	Sep. 82	3	Enquiry into certain serious atrocities committee on Scheduled Castes and Scheduled Tribes in the East Godavari district, Andhra Pradesh.
	Oct. 82	4	Study of the drinking water problem in Medak Parliamentary Constituency.
	Feb. 83	5	On-the-spot enquiry into the atrocities committed against Scheduled Castes by Caste Hindus in Ibrahim Pur, Medak district, Andhra Pradesh.
Jaipur	Aug. 82	1	Study of implementation of reservation policy in recruitment/promotion in Hindustan Copper Limited, Khetri in Jhunjhunu district, Rajasthan.
	Sep. 82	2	Study of implementation of reservation policy in recruitment/promotion in Hindustan Zinc Limited, Udaipur.
	Sep. 82	3	Study of implementation of reservation policy in recruitment/promotion in the Instrumentation Limited, Kota (Raj.).
	Dec. 82	4	Survey on untouchability in the districts of Alwar and Sawai Madhopur in Rajasthan State.
	Jan. 83	5	Study of the scheme of post-matric scholarship in Government College, Tonk, Rajasthan.
Lucknow	Apr. 82	1	Study on the implementation of the scheme for award of post-matric scholarship to children of persons engaged in unclean occupations in Kanpur district, Uttar Pradesh.
	Nov. 82	2	Impact of the Centrally Sponsored Scheme on making Budaun, a scavenging free town.
	Feb. 83	3	Study on the implementation of the schemes financed by the Special Central Assistance.

## ANNEXURE III—Contd.

1	2	3	4	5
10	Madras	Jun. 82	1	Enquiry into the clashes occurred between Harijans and Caste Hindus in the Puliangudi village in Tirunelveli district, Tamil Nadu.
		Dec. 82	2	Study on Integrated Tribal Development Project at Javadhi hills, North Arcot district, Tamil Nadu.
		Feb. 83	3	Study on the impact of the programme of special Central Assistance implemented by THHADCO.
11	Patna	Apr. 82	1	Study into the employment problems of the trainees trained in PETC, Ranchi, Bihar.
		Jul. 82	2	On-the-spot enquiry into the incident of atrocities committed on Harijans of village Gaini, district Aurangabad, Patna.
		Nov. 82	3	Study of the effect of famine on the Santhal Tribals and enquiry into the incident of police firing on tribal procession in Patajori block of Santhal Parganas district, Bihar.
12	Trivandrum	Apr. 82	1	Study on the working of post-matric scholarship scheme in Dewasvom Board College, Sastham Kottah, Quilon district, Kerala.
		Jul. 82	2	On-the-spot enquiry into the alleged oppression, intimidation and social discrimination against the Harijans of Chennithala, Alleppy district, Kerala.
		Feb. 83	3	Evaluation of the working of the Pre-examination Training Centres, Ernakulam and Trivandrum.

## CHAPTER IX

### Implementation of the Recommendations of the Commission for Scheduled Castes & Scheduled Tribes

9.1 This Commission have already submitted to the President four Annual Reports as detailed below :

Report	Number of recommendations	Date of submission	Date of laying in the Parliament	
			Lok Sabha	Rajya Sabha
First Annual Report (1978-79)	273	8-2-80	22-12-80	23-12-80
Second Annual Report (1979-80)	626	25-5-81	11-8-82	13-8-82
Third Annual Report (1980-81)	78	29-9-82	10-8-84	10-8-84
Fourth Annual Report (1981-82)	20	25-3-83	23-1-85	24-1-85
Total :	997			

9.2 Considering that sufficient time had elapsed since the submission of the first and second annual reports and that the recommendations contained therein were ripe for acceptance/implementation, the Commission felt that it was time to ascertain the position in this regard from the Ministry of Home Affairs, the nodal ministry for the purpose. Accordingly a reference was made to that Ministry (July 8, 1983) on the subject and the reply received from the Ministry (23 July 83) read *inter alia* as follows :—

“All the recommendations contained in the reports are being examined in consultation with the State Governments/Union Territories and the concerned Ministries/Departments. It is difficult to say at this stage whether a particular recommendation would be acceptable or not.”

9.3 The matter was considered further in the light of the Ministry's reply. Considering the number of recommendations contained in the two reports in question (899) as also the fact that acceptance/implementation thereof involved consultations with the Central Ministries/Departments as well as State Governments/Union Territory Administrations, it was felt that it would be in fitness of things to press for implementation of recommendations on a selective basis. To start with, it was decided to press for implementation of these recommendations in the two reports,

which are exclusively/primarily the responsibility of the Ministry of Home Affairs themselves. Accordingly 111 such recommendations were culled out and brought to the notice of the Ministry of Home Affairs (24th October, 1983) for urgent action thereon. These recommendations are listed in the Annexure to this Chapter.

9.4 As the Ministry of Home Affairs did not react in the matter till the end of December 1983, a reference on the subject was again made to them (6th January, 1984) duly drawing their attention to the Recommendation No. 515 (of the second report) which reads as under :—

“515. With a view to ensuring prompt and adequate follow-up action on the recommendations made by this Commission in their Annual Reports, it is recommended that a separate cell under the charge of a senior officer be set up in the Ministry of Home Affairs, which is the nodal Ministry at the Centre, to coordinate with and ensure prompt implementation by the Ministries/Departments concerned at the Centre and the States/Union Territories. Similar cell may be set up under the Chairmanship of the Chief Secretary of the States/Union Territories.”

9.5 The Ministry have since replied in the matter (4th February, 1984). The relevant portion of the reply reads as under :

“So far as the Recommendation No. 515 of the Second Report of the Commission is concerned, a separate Cell viz. Reports Implementation Cell under the charge of Dr. Sundeep Khanna, Deputy Secretary, dealing with the Reports of the Commission for Scheduled Castes and Scheduled Tribes and the Commissioner for Scheduled Caste & Scheduled Tribes has been set up in our Ministry and the State Governments/Union Territory Administrations have already been requested in this regard. With regard to the action taken on all other recommendations contained in the First and the Second Reports of the Commission, I may state that the Action Taken Statement on the recommendations contained in the First Report

is almost ready and will be made available soon. Regarding the Action Taken Statement on the recommendations contained in the Second Report we are awaiting comments from the Central Ministries/Departments concerned and the State Governments/Union Territory Administrations".

9.6 The Commission are happy to note that a separate Cell has already been set up in the Ministry of Home Affairs for dealing *inter alia* with the reports of this Commission and that the States/Union Territories have also been requested to set up such Cells. As the strength of the Cell set up by the Ministry has not been indicated,

it is doubtful whether the said Cell, as situated at present, would be able to cope with the task of timely implementation of the recommendations made by this Commission. As it is, a clear-cut picture about the acceptance/implementation of the recommendations contained in the first and second reports of this Commission, has yet to emerge. In the very near future, the recommendations contained in the third and fourth annual reports would also become ripe for action. It is therefore necessary to strengthen the Cell adequately for the purpose so that recommendations made by this Commission are implemented in time. Similar action by States/Union Territories is called for.

Sd/-

(VEN'BLE LAMA LOBZANG)

Member

Sd/-

(R. C. CHITEN JAMIR)

Member

NEW DELHI,  
the 2nd May, 1985



## ANNEXURE

### Report of the Commission for SC/ST (1978-79) (List of Recommendations concerning Ministry of Home Affairs exclusively)

Recommendation No.	Text of the Recommendation
2	3
1	The Commission for Scheduled Castes and Scheduled Tribes should be given statutory status at the earliest.
2	The Constitution (Amendment) Bill to amend Article 338 should include the following as one of the functions of the Commission: "to participate in and advise on the planning process of socio-economic development of the Scheduled Castes and Scheduled Tribes and to monitor and evaluate the progress of implementation thereof both in respect of the Union and the States"
5	For purposes of holding investigations the Commission should have the same status and powers as a Commission of Inquiry under the Commissions of Inquiry Act, 1952.
6	The Constitution (Amendment) Bill to amend Article 338 should provide that the Union and the State Govts. must consult the Commission on all major policy matters affecting the Scheduled Castes and Scheduled Tribes.
8	The Government may sanction a post of Director General for Scheduled Castes and Scheduled Tribes for the Commission at the earliest.
9	The Government may sanction the opening of at least six more field offices as envisaged in the revised proposals of the Commission.
10	The Government may sanction two Research Units each for the 12 major field offices to enable these offices to do justice to the task of investigation and evaluation.
11	The smaller field offices headed by Deputy Directors need to be provided with at least one more Investigator each.
12	Some additional ministerial and Class IV staff are required in all the field offices.
13	The Government may consider providing adequate staff cars for the Headquarters of the Commission.
14	The provision of vehicles is also essential for the efficient and effective functioning of the field offices.
18	The Ministry of Home Affairs should provide Special Central Assistance for the Scheduled Castes, as in the case of the Scheduled Tribes, to supplement the Special Component Plan.
160	It is recommended that the Ministry of Home Affairs (PCR Cell) may evaluate the working of the Mobile Police Squads, the Special Police Stations and the Special Police Cells set up in the States and submit their study report expeditiously so that these special agencies could be made more effective on the basis of the findings.
181	The Ministry of Home Affairs, Government of India have not been collecting information on atrocities committed on the Scheduled Tribes. The Commission recommended that the Ministry of Home Affairs should make necessary arrangements to collect information on the atrocities committed on the Scheduled Tribes also. The States/U.Ts having tribal population are also requested to collect and compile information relating to atrocities committed on the Scheduled Tribes and this information should be sent by them to this Commission regularly.
184	The Prime Minister had called a conference of Chief Ministers and leaders of opposition parties in December 1978 to consider the problem of communal tension and atrocities on weaker sections. The Commission would be glad to know the action taken by the Government of India, Ministry of Home Affairs, on deliberations of this Conference pertaining to atrocities on weaker sections.
186	The Commission have sent a note (vide Annexure VII) suggesting steps to be taken to check atrocities on the Scheduled Castes and Scheduled Tribes to the Ministry of Home Affairs, Government of India. Broad features of this note have been brought out in the text of Chapter on atrocities under paras 103 to 106. The Commission would be glad to know the action taken by the Ministry of Home Affairs on the various steps suggested by this Commission to check atrocities on Scheduled Castes and Scheduled Tribes.

the Commission for SC/ST (1978-79) (List of Recommendations concerning Ministry of Home Affairs primarily)

Text of the Recommendation

3

The Commission should be actively involved in the planning process and monitoring and evaluation of the developmental programmes for the Scheduled Castes and Scheduled Tribes.

The Commission should be actively associated with the formulation of the Annual Plan and the Medium Term Plan insofar as these relate to the Scheduled Castes and Scheduled Tribes.

The Tribal Sub-Plan and the Special Central Assistance together should similarly constitute 7.5% of the total Plan allocations as the Scheduled Tribes form 7.5% of the country's population and, in addition, there should be adequate weightage to cover the backlog of development.

Development/Finance Corporations for the Scheduled Castes should be established in all the States to provide seed money and stand as guarantors. At least 50% of the Scheduled Caste families should be covered by some economic development programme or the other by the end of the Five Year Plan 1978-83 by the active initiative of these Corporations.

Special laws may be enacted ousting the jurisdiction of civil courts in cases of eviction of the Scheduled Castes and Scheduled Tribes.

At levels of higher education scholarships which should be adequate keeping in view the present day cost of living should be provided as to cover all the Scheduled Caste/Scheduled Tribe students. They should be encouraged to reside in general hostels instead of exclusive hostels by enhancing the scholarship to cover expenditure on clothing, out of pocket expenses, etc.

Simultaneously a well thought out programme for diversion of people from unclean to clean occupations may be undertaken. The concrete suggestions given by Prof. Malkani in his Report in 1966 may be implemented with funds provided for the purpose by the Ministry of Home Affairs and other concerned Ministries.

The Cells appointed under Section 15A(2)(ii) of the PCR Act may look into the unsatisfactory progress regarding challenging of registered cases, pendency of cases with the Police and pendency of cases in Courts and take suitable remedial measures.

The Government of India may consider issuing guidelines as to what other measures may be included to cover 'adequate facilities' besides legal aid under the PCR Act.

The Government of India may frame rules under Sections 16B of the PCR Act for carrying out the provisions of the Act to enable the Government of West Bengal and other State Governments to set up special courts.

**Second Report of the Commission for SC/ST (1979-80) (List of Recommendations concerning Ministry of Home Affairs exclusively)**

Recommendation No.	Text of the Recommendation
2	3
1	In so far as investigation into cases of atrocities is concerned the Commission so far have no legal powers to Summon witnesses and call for documents. Without these powers the investigation may often be incomplete, ineffective or even fruitless. The Commission therefore reiterate the recommendation made by them in their first Annual Report that for the purpose of holding investigations they should have the status and powers of an Inquiry Commission under the Commissions of Inquiry Act, 1952.
3	<p>While setting up this Commission the intention of the Government of India was to vest this Commission with Constitutional Status and merge with it the Organisation of the Commissioner for Scheduled Castes and Scheduled Tribes. However the Bill called the Constitution (51st) Amendment Bill 1979 which was introduced by the Government fell through due to lack of quorum. The Commission, therefore, recommend that an appropriate bill be brought before the Parliament for giving this Commission Constitutional Status by amending Article 338. The bill may, <i>inter-alia</i> incorporate with a view to give this Commission the following powers :</p> <ul style="list-style-type: none"> <li>(i) to participate in and advice on the planning process of socio-economic development of the Scheduled Castes and Scheduled Tribes.</li> <li>(ii) to monitor and evaluate the progress of implementation of schemes both in respect of the Union and the States.</li> <li>(iii) to make it obligatory on the Union and State Governments to consult the Commission on all major policy matter affecting the Scheduled Castes and Scheduled Tribes and.</li> <li>(iv) status and powers of a Commission of Inquiry under the Commissions of Inquiry Act, 1952.</li> </ul>
4	The Commission recommend that the staff on the Administration side may be excluded from the Central Secretariat Service as in the case of the Minorities Commission so that suitable recruitment of willing persons having specialized background for the work could be made through permissible channels.
5	The Commission reiterate that since the work relating to Scheduled Castes and Scheduled Tribes has increased considerably 23 field offices as suggested earlier may be sanctioned as against 17 which have so far been sanctioned.
6	The Commission observe that one research unit provided to each field office is entirely inadequate and recommend that each field office should be provided with at least two research units.
7	The Commission recommend that they should be given adequate funds with full powers to sanction funds to various independent agencies and research scholars for work on the problems of Scheduled Castes and Scheduled Tribes.
8	It is recommended that all proposals relating to Class I posts should be initiated by this Commission and that the Commission should be declared as the Cadre Controlling Authority in respect of the entire staff working under their control.
9	The Commission recommend that provision of vehicles to the field organisation is an urgent necessity and the Government should convey their sanction in the matter without any further delay.
15	<p>The Government of India has set up this Commission with the intention to making it a permanent high power body with Constitutional Status, replacing the Commissioner for Scheduled Castes and Scheduled Tribes. This Commission are firmly of the view that in order to make them effective, appropriate amendments in the Article 338 of the Constitution should be made immediately so as to confer Constitutional Status on the Commission as has been intended by the Government of India. The Commission also reiterate that while amending Article 338 of the Constitution for conferment of statutory status on the Commission, the provisions relating to :</p> <ul style="list-style-type: none"> <li>(i) Participation of the Commission in the Planning process of socio-economic development of the Scheduled Castes and Scheduled Tribes and monitoring and evaluation of the progress of implementation thereof, both in respect of the Union and the States.</li> <li>(ii) Vesting the Commission with the status and powers of the Commission of Inquiry under the Commissions of Inquiry Act, 1952; and.</li> <li>(iii) Consultation with the Commission by the Union and the State Governments on major policy matters affecting the Scheduled Castes and Scheduled Tribes should also be appropriately incorporated in the proposed Constitutional amendment. The Commission consider that these provisions are very essential for imparting strength and credibility to the Commission.</li> </ul>

The Presidential Order regarding Scheduling of Tribes names of all sub-Tribes have not been mentioned and sometimes illegal transfers of land have been effected by using the name of a sub-tribe or a synonym for a tribe not mentioned specifically in the Presidential order. It is, therefore, recommended that detailed list of sub-tribes and synonyms should also be circulated among the registering authorities and those in charge of enforcing such a legislation so that such instances do not recur.

The Commission consider that in view of the overwhelming advantage of voluntary participation in a variety of programmes connected with Social Development including improvement in living conditions of sweepers and scavengers, the Government of India should provide more grants to selected voluntary agencies for undertaking such activities. Efforts should be made to pick up good voluntary agencies even if they are having State level base and encourage them to expand their activities in other states and areas.

Only those voluntary organisations having reputation in social welfare work should be sanctioned grants for construction of hostel buildings for Scheduled Castes/Scheduled Tribes.

In view of the increasing cost of living it is desirable that the rate of the maintenance charges prescribed by the Government of India for all the courses of studies be suitably revised and the scholarship amount for hostellers as well as day-scholars be increased at least by Rs. 50.00 more than the present amount. The Ministry of Home Affairs are already aware of the intensity of this problem and the issue of the revision of post-matric scholarship rates is pending with the High Power Committee for decision. It is hoped that the matter is considered favourably and the rate of scholarship is suitably increased.

The Government of India opened a Pilot Project office at Gauhati for quick sanction and disbursement of post-matric scholarship to the Scheduled Caste/ Scheduled Tribe students of the north-eastern region. The working of this office may be evaluated and if desirable similar offices may be opened by the Government of India in other places for quick sanction of post-matric scholarships.

It is necessary that the Annual income ceiling of the parents'/guardians' may be increased from Rs. 9,000 to Rs. 15,000 for enabling the Scheduled Caste/Scheduled Tribe children of large section of the lower-income group to avail of the benefits of the Government of India post-matric scholarship scheme.

In order to ensure better performance of the Scheduled Caste/Scheduled Tribe students in post-matric courses of studies and to relieve them from their financial strain in purchase of text books, it is recommended that the scope of the scheme may be expanded to cover all Degree Colleges of Arts/Science/Commerce/Law, etc.

It is desirable that the circular letter inviting applications for the National Overseas Scholarships may be issued to all the agencies early so as to reach them at least two months before the last day fixed for receipt of applications.

For an expeditious and accelerated development of the primitive tribal groups/communities the Commission recommend that :

- (i) identification of primitive tribal groups in accordance with the guidelines already issued should be expedited and project reports should be finalised;
- (ii) high priority should be given in the programme of development of primitive groups in the current plan;
- (iii) there should be a unique development programme for each identified group;
- (iv) the developmental plan will have specially to take the eco-system into consideration;
- (v) primary education will need to be organised emphasising the distinct character of their environment and the natural capabilities of these groups;
- (vi) (a) the first phase of development should be aimed at conservation and reorganisation of the traditional skills of groups (b) the second phase should spell out the development programme; and
- (vii) the administrative structure and personnel policies have to be paid the closest attention for the work.

In order to make the Project Administrators more effective and with a view to delivering the goods in a better way at the J.T.D.P. level the Commission recommend that a unified organisational structure for the entire gamut of development activities is necessary under the command of the Project Administrator/Officer and Agency Model in States where they exist. The Commission have, therefore, recommended in Para 12-16 of Chapter-XII that the Government of India should conduct an indepth study of the two systems in the different states where they prevail so as to determine which of the two systems could deliver the goods in a better way. The Commission reiterate the same recommendation.

In order to enable the Project administrator to have full control over the Block Development Officer and to have intensive coverage of Blocks in ITDPs by the VLWs to cater to each tribal family, the Commission recommend that the Ministry of Home Affairs may issue suitable guidelines to the State Governments for appropriate readjustment of boundaries of V.L.W. Circles in the ITDPs for total coverage of the tribal families.

- 367 The Commission have noted that except for Karnataka all such other State Governments/UT administrations concerned who have formulated the Special Component Plan have made allocations which are even less than proportionate to the percentage of Scheduled Castes population in the respective States/Union Territories concerned. The Commission recommend that the Planning Commission and the Ministry of Home Affairs must stress upon the States/UTs such as Assam, Andhra Pradesh, Bihar, Gujarat, Haryana, Himachal Pradesh, Kerala, Maharashtra, Madhya Pradesh, Orissa, Punjab, Rajasthan, Uttar Pradesh, West Bengal, Manipur and Pondicherry to allocate funds under Social Component Plan not merely corresponding to the percentage of Scheduled Castes in their States/UTs but also with a suitable additional weightage keeping in view their backwardness. If need be, the Central Government should also render help and guidance to these States/UTs in the identification of appropriate schemes.
- 368(iv) This Commission and their field staff should also have the authority to undertake monitoring and evaluation of the Special Component Plan.
- 389 The Commission recommend that the principle of carry forward of reserved vacancies applicable to posts filled by direct recruitment should also be extended likewise to the posts filled by promotion.
- 390 The Commission further recommend that violation of reservation orders relating to promotion on the part of the appointing authorities should be seriously viewed with and action taken thereon as suggested in para 9-152 of this chapter.
- 394 It is understood that with a view to providing necessary concessions to the Officers belonging to Scheduled Castes/Scheduled Tribes in the matter of promotion to IAS from State Civil Services, the IAS (Appointment by promotion) Regulation, 1955 was being suitably amended by Government of India and that except the State Government of Madhya Pradesh, Haryana, Punjab and Rajasthan all other State Governments had agreed to the matter to accord their concurrence to the amendment. The Commission suggest that the matter may be pursued with the remaining State Governments impressing upon them to agree to the proposed amendment mentioned above and the UPSC be requested to accord concurrence to the same in the interest of the Scheduled Castes and Scheduled Tribes.
- 395 At present there are no reservation among Judges of High Courts/Supreme Court. It is recommended that suitable provision should be made for appropriate reservation of seats for Scheduled Castes and Scheduled Tribes among the Judges of High Courts and Supreme Court.
- 400 The Commission also recommend that the Department of Justice should collect and furnish to this Commission the actual intake of Scheduled Caste/Scheduled Tribe in various Judicial Services as on 1-1-1980.
- 402 The Department of Justice should furnish the latest position of representation of Scheduled Castes/Scheduled Tribes in services under the High Courts establishments (Ministerial and class IV) so that the Commission could assess whether the percentage of the reservation is in accordance with the percentage of reservation fixed for them by the State Governments or class I, II, III and various categories of posts under their control. It is also recommended that those High Courts which have not provided for reservation for Ministerial and Class IV posts should provide for such reservation corresponding to similar reservation provided by the respective State Government concerned.
- 404 Though the Department of Personnel have been updating the list of Non-official organisation/Associations, it has been observed that in the States of Uttar Pradesh, West Bengal, Bihar and Orissa where the Scheduled Castes number 185.50 lakhs, 88.16 lakhs, 79.50 lakhs and 33.10 lakhs respectively, there is only one association each to attend to the problems of the Scheduled Castes in those States. This is only illustrative and similar other instances can be cited. We have also noted that different offices of the Government of India, quite often do not take note of the representations forwarded through the associations of Scheduled Castes/Scheduled Tribes. The Commission therefore recommend that all organisations of the Scheduled Castes and Scheduled Tribes should be recognised for the purpose. Further Sub-section 8-1(iii) of the Brochure should be amended to provide that these organisations may also forward representations regarding service matters from the Scheduled Castes and Scheduled Tribes employees regarding their grievances to the Departments/Offices concerned.
- 405 As regards the performance of the Pre-examination Training Centres for All India Services, the results of the Scheduled Castes/Scheduled Tribes candidates in various examinations are somewhat encouraging particularly in respect of the centres located at Allahabad, Madras, Rau's Study Circles, New Delhi and Shillong. The other Centres are, still lagging behind in their achievements. The Commission feel that in order to make these Centres result-oriented eminent Professors from various Universities and senior and experienced Officers of All India Services Cadre should be invited by these centres as Visiting Professors to render necessary guidance to the Scheduled Caste/Scheduled Tribe trainees to compete in various examinations. The Commission also feel that it might be useful to increase the period of training from nine months to atleast one year, with the first nine months devoted for intensive foundational instruction and the subsequent three months for examination-oriented training so as to enable the Scheduled Caste/Scheduled Tribe candidates to compete in the examination for All India Services successfully. In order to get a complete picture of the placement of trainees/ex-trainees in various categories of jobs a follow up register should be maintained by each centre.

The Government of India may consider opening atleast 4 more Regional Pre-Examination Training Centres for All India Services, one each at Ranchi (Bihar), Bhopal, Sagar (Madhya Pradesh), Bhubaneswar (Orissa) and Pune (Maharashtra) where the percentage of population of Scheduled Castes/Scheduled Tribes is pronounced, so as to cater to the needs of the Scheduled Castes and Scheduled Tribes in these States as well as in the adjoining States. The Commission also recommend that with a view to meeting the regional requirements and removing regional imbalances in respect of Pre-Examination Training Centres, the adequacy and location of the existing Regional and All-India Services Centres may be examined by a Committee to be Constituted by the Home Ministry.

- (i) The Commission feel happy for the results achieved by the Scheduled Castes and Scheduled Tribes candidates who received coaching from All India Engineering Services Coaching Centres located at Allahabad and Trichirapalli. It is desirable to open more such coaching Centres in other parts of the country for the benefit of the Scheduled Castes and Scheduled Tribes candidates.
- (ii) The Commission recommend that more All India Engineering Services Centres may be opened in the States where there are Engineering Colleges/Institute of Technology. The location of such additional centres may be decided by a Committee to be constituted by the Ministry of Home Affairs, as referred to in para 119.
- (iii) It is desirable that in order to attract the Scheduled Caste and Scheduled Tribe students to such centres wide publicity to the scheme should be given in the leading regional newspapers as also through the non-official organisations and Scheduled Caste and Scheduled Tribe MPs/MLAs who can sponsor the names of the eligible candidates for availing of the coaching facilities.
- (iv) The Commission further recommend that there should be atleast one centre in each State for State Civil Services under Centrally Sponsored programme. Besides, such centres should have two wings, the first wing should cater to Gazetted Civil Services while the second wing should cater to non-gazetted services like Stenographers, Typists, Clerks, Assistants examinations, etc.

The Commission recommend that Pre-Examination Coaching Centres for admission to MBBS courses should be started in all States where admission is made on the basis of the results of a separate written examination other than the results of University/Board of Secondary Education examination. These centres should be opened under the Centrally Sponsored Programme for which funds are available with the Ministry of Home Affairs.

The Commission are of the view that atleast age relaxation of 5 years in the recruitment/promotion to various categories of gazetted and non-gazetted posts, may be allowed in favour of Scheduled Castes and Scheduled Tribes.

The Commission recommend that full exemption of fees payable by the Scheduled Castes and Scheduled Tribes candidates for admission to any recruitment examination/selection may be allowed in order to alleviate their financial difficulty.

It is understood that in Maharashtra while filling up vacancies in services and posts the Scheduled Caste, Scheduled Tribe and Denotified Tribe, candidates selected on merit are required to be counted against the general (unreserved) posts, while in Karnataka, the Scheduled Caste and Scheduled Tribe candidates selected for appointment to different categories of posts on merit basis are not counted against the vacancies reserved for them. This Commission are inclined to recommend that the other State Governments as well as Government of India may consider amending their Reservation Acts/Orders suitably incorporating therein a clause to the effect that the Scheduled Caste and Scheduled Tribe candidates selected on merit-basis will not be counted against reserved quota fixed for them.

The Commission regret to note the delay in the presentation of the Annual Report on the working of the PCR Act, 1955 on the Table of the two Houses of the Parliament. As this is due to delay in receipt of information from the State Governments/Union Territory Administrations, the Government of India should take up the matter with the State Governments/Union Territory Administrations so as to ensure that the relevant reports are sent to the Government of India by the State Governments/Union Territory Administrations timely and without any delay. The State Governments/Union Territory Administrations should be asked to make special arrangements to ensure this in future.

The Commission also recommend that the PCR Act, 1955 be amended so as to require the State Governments/Union Territory Administrations which have Legislatures to place an Annual Report on the working of PCR Act on the Table of the State Legislatures as well. The Report should also be discussed in the State Legislatures. The Commission also recommend that the Annual Report should also be discussed in the Parliament.

The Commission reiterate their recommendation in the first report that the Ministry of Home Affairs (P.C.R. Cell) may evaluate the working of the mobile Police squads and the Special Police Stations set up in the various States so that their working is made more effective on the basis of evaluation report.



- 449 The Commission regret to note that in spite of the funds provided by the Ministry of Home Affairs for strengthening of machinery for administration of the *PCR Act* by the States there are inordinate delays in the processing of the cases under the *PCR Act*. The details of delay have been given at relevant place in the chapter under the heading delays in chalking of registered cases and delays in disposal of cases by the courts. The Commission recommend that the Government of India should prescribe guidelines for improvement in the working of the *PCR Act* so that time lag between the registration of cases and their disposal is reduced to the minimum.
- 451 The Commission have noted with satisfaction that the Government of India have launched the Special Component Plan and provided for sanction of Special financial assistance to the State Governments for the uplift of the socio-economic status of the Scheduled Castes which in their view is essential for eradication of untouchability. The Commission, however, recommend urgent action by the Government of India on the various suggestions given by them on the Government of India's Action Plan for eradication of untouchability and specially those listed below.
- 451 (xi) There is need to involve large number of voluntary organisations. The Ministry of Home Affairs should, therefore, review their policy of sanctioning grant-in-aid to only a few organisations for eradication of untouchability. They must involve voluntary social organisations like Arya Samaj, Ramkrishna Mission and others in enlarging this programme and to convert it into a mass movement for involving all sections of the society for eradication of untouchability.
- 451 (xii) The *PCR Act* should be translated into regional languages and distributed down to the level of the police stations, Gram Panchayats, primary schools, secondary schools, and other institutions including voluntary organisations.
- 453 The Ministry of Home Affairs should call a meeting of the Heads of the Special Cells for *PCR Act*/Atrocity cases in the States/Union Territories to consider the standardisation of the performance for collection of relevant data, other related matters regarding prompt detection, investigation, prosecution and trial of cases. Follow up action in accordance with the guidelines of the Ministry of Home Affairs may also be discussed in this conference.
- 454 At present the Government of India are not collecting information on the disposal of atrocity cases against Scheduled Castes and Scheduled Tribes from the State Governments/Union Territory Administrations.
- The Commission recommend that the Ministry of Home Affairs should ask the State Governments/Union Territory Administrations to supply information on the disposal of atrocity cases against Scheduled Castes and Scheduled Tribes on similar proforma as prescribed by the Ministry of Home Affairs for collection of information in this regard for *PCR* cases. This is necessary for a purposeful review by the Commission regarding the disposal of cases of atrocities by the police and the Courts.
- 460 Proper analysis of atrocity cases against Scheduled Tribes could not be undertaken for want of detailed information. The Commission recommend that the data on atrocities on Scheduled Tribes should also be compiled and tabulated in the Ministry of Home Affairs. Crimewise data should also be compiled and analysed Statewise by the Ministry.
- 472 The Ministry of Home Affairs, as a nodal Ministry in respect of welfare of Scheduled Caste and Scheduled Tribes, should effectively coordinate with the other development Ministries for formulation of suitable programmes as also earmarking of funds for execution of such programmes in the field. The Ministry of Home Affairs should also ensure that the Special Central Assistance is released in time so as to enable the concerned State Governments to implement various schemes without experiencing any financial difficulty.
- 474 The Commission have, however, not been associated with the Government of India and the Planning Commission in the matter of plan and policy formulation concerning the Scheduled Castes and Scheduled Tribes. This Commission being concerned with the various matters relating to the welfare of Scheduled Castes and Scheduled Tribes, it is essential that they are involved in the planning process at the national level as well as State level. They should also be entrusted with the task of monitoring and evaluation of the programmes meant for the welfare of Scheduled Castes and Scheduled Tribes through the field organisation under their control.
- 475 In the conference of the Chief Secretaries, Secretaries of the Home Departments and Inspector Generals of Police which preceded the conference of Governors and Chief Ministers in April 1980, matters relating to the special programmes to be undertaken for improving the socio-economic conditions of Scheduled Castes and Scheduled Tribes were discussed and decisions were taken to make concerted efforts for improving the lot of these communities. The Commission recommend that the Ministry of Home Affairs may follow up the matter with the concerned State Governments/Union Territory Administrations to ensure that the decisions arrived at in the said Conference are implemented in letter and spirit by them.
- 480 The Commission observed that the character of administrative structure created in the Tribal Sub-Plan Areas which has been more or less coterminous with the Scheduled Areas, varies from state to state. While the State Governments of Orissa and Andhra Pradesh have opted for agency model to allow greater flexibility in the formulation of schemes and for better implementation of the programmes, the other State Governments have preferred to work through Governmental Organisations to have the advantage of stronger linkage with the administrative departments. Since two different systems are in operation in different States the Commission recommend that the Government of India should conduct an indepth study of the two systems in the different States where they prevail so as to determine which of the two systems could deliver the goods in a better way.

It is understood that the State Government of West Bengal have put up a proposal for creation of an office of the Director, Tribal Areas Irrigation Development to the Ministry of Home Affairs. It is recommended that the Ministry of Home Affairs should process the proposal urgently so that the vast irrigation potential in the Tribal Sub-Plan areas of the State now going dormant is properly harnessed for the benefit of the tribal people in particular and the non-tribals of those areas in general.

It is observed that so far, 16 State Governments have set up the Scheduled Castes Finance and Development Corporations with equity contribution from the Government of India as Special Central Assistance. It is desirable that the Directors/Deputy Directors for Scheduled Castes and Scheduled Tribes of this Commission are associated with the Board of Directors of these Corporations. The Commission recommend that the Ministry of Home Affairs may issue instructions to all the State Governments which have set up the Scheduled Castes Finance and Development Corporations to nominate the Directors/Deputy Directors for Scheduled Castes and Scheduled Tribes as members of the Board of Directors of the said Corporations so that these Directors/Deputy Directors can have proper liaison between Ministry of Home Affairs and the State Governments implementing the Special Component Plan.

With a view to ensuring prompt and adequate follow-up action on the recommendations made by this Commission in their Annual Reports, it is recommended that a separate cell under the charge of a senior officer be set up in the Ministry of Home Affairs, which is the nodal Ministry at the Centre, to coordinate with and ensure prompt implementation by the Ministries/Departments concerned at the Centre and the States/Union Territories. Similar cell may be set up under the Chairmanship of the Chief Secretary of the States/Union Territories.

The Ministry of Home Affairs should raise the number of Scholarships/Fellowships so as to attract more scholars for carrying on researches relating to Scheduled Castes and Scheduled Tribes. The periodical progress reports of these research projects should be submitted to the Ministry of Home Affairs and this Commission by the Universities concerned.

The services of Research Fellows who are in receipt of Fellowships, etc. from the Ministry of Home Affairs for doing Post-Doctoral Research on the problems of Scheduled Tribes should also be utilised by the Tribal and Harijan Research and Training Institutes for conducting researches on the problems of Scheduled Castes and Scheduled Tribes. We, therefore, suggest that the Ministry of Home Affairs should incorporate this point in their guidelines to the Tribal and Harijan Research and Training Institutes.

Popular series which are to be brought out by the Ministry of Home Affairs on tribal life and culture should be simple-written, well printed and well illustrated and should be written in English which can be translated into various regional languages including some major tribal languages. These booklets should contain factual information dealing with historical background, social relations and customs, beliefs and practices, tribal land and system of land tenure which can be related to their development.

There has been a general demand that, in all cases of Government financial aid to students and trainees and inmates of hostels, the rates of stipends/scholarships/hostel expenses should be suitably raised in view of the all-round enhancement in salaries, allowances, etc. owing to the rise in prices. This demand fully deserves examination.

During the tour the Member had more than one occasion to feel that funds out of the tribal budget, not unoften, get surrendered or lapsed for want of utilisation within the financial year. The Member thinks that in some states there are procedural facilities for the continuance of the availability of such funds in the following financial years. The whole matter deserve examination at Government level.



# 1 Report of the Commission for SC / ST (1979-80) (List of Recommendations concerning Ministry of Home Affairs primarily)

Recommendation No.	Text of the Recommendation
2	3
2	<p>The Commission have not been associated by the Government of India and the Planning Commission in the plan discussions and other policy matters relating to socio-economic development of the Scheduled Castes and Scheduled Tribes with which the Commission are intimately concerned. In the Commission's view the main objective of the State policy should be to ensure vigorous measures for socio-economic development of the Scheduled Castes and Scheduled Tribes so that they attain a level which would make the special safeguards for or protection to them redundant. The Commission therefore recommend that they should be fully associated with the planning process and also given necessary powers to monitor and evaluate the progress of various programmes for the welfare of the Scheduled Castes and Scheduled Tribes.</p>
10	<p>In so far as the protection of Scheduled Castes and Scheduled Tribes from the Commission of atrocities against them is concerned it has been felt that for various reasons the States by and large have not been able to take effective or prompt action for the prevention of such atrocities or have been inadequately pursuing the cases relating to atrocities against the Scheduled Castes and Scheduled Tribes in respect of detection, investigation, prosecution and trial.</p> <p>The Commission recommend that a special provision may be added in the Constitution in the form of Article 46A which may read as follows :</p>
11	<p>"With a view to ensuring the protection of the Scheduled Castes and Scheduled Tribes from social injustice and all forms of exploitation and with a view to ensuring that adequate steps are taken for their protection against commission of offences including atrocities against them the executive power of the Union shall extend to the giving of direction to States as to the taking of suitable steps specified in the direction to be essential for the protection of the Scheduled Castes and Scheduled Tribes from social injustice, all forms of exploitation and commission of offences including atrocities against them".</p>
11	<p>The Commission propose that to ensure that the provisions under Article 46 and the proposed Article 46A above are adequately enforced by the State, the Article 46 and this proposed Article 46A be appropriately included under Part III relating to Fundamental Rights by suitably renumbering them.</p>
12	<p>The Central Government have to make appropriate grants-in-aid to the State Governments for the welfare of Scheduled Tribes in the States vide first proviso to Article 275(1) of the Constitution. There is no such provision for the Scheduled Castes. The Government of India have agreed in practice to make an appropriate provision of Central Assistance for the Special Component Plan for the Scheduled Castes. The Commission feel that it would be desirable to give statutory shape to this executive decision. The Commission, therefore, recommend that a suitable proviso as follows be added immediately after the first proviso to Article 275(1) of the Constitution.</p>
	<p>"Provided that they shall be paid out of the Consolidated Fund of India as grants-in-aid of the revenues of a State such capital and recurring sums as may be necessary to enable that State to meet the costs of such schemes of developments as may be undertaken by the State with the approval of the Government of India for the purpose of promoting the welfare and development of the Scheduled Castes in that State".</p>
13	<p>A provision similar to the provision of Article 339(2) does not exist in respect of the welfare of the Scheduled Castes. Hence the Commission recommend that a similar provision in the form of article 339(A) may be added as follows :</p> <p>"The executive power of the Union shall extend to the giving of directions to a State as to the drawing up and execution of schemes specified in the direction to be essential for the development and welfare of the Scheduled Castes in the State."</p>
14	<p>In so far as the socio-economic standards of the Scheduled Castes and Scheduled Tribes are concerned, it is noted that there is hardly any positive significant impact on them over the years as majority of them are still below the poverty line. With a view to ensuring that the social, welfare and developmental measures for the Scheduled Castes and Scheduled Tribes as also their protection from exploitation and atrocities receive appropriate attention, it is necessary that there should be a suitable amendment in the Constitution to enable the Union Government to take appropriate measures in cases where the State Governments do not take effective steps. The Commission, therefore, recommend that the following items may be added under the Concurrent List in the Seventh Schedule to the Constitution as item No. 42.</p> <ol style="list-style-type: none"> <li data-bbox="170 1940 1197 1998">(a) Development and welfare of the Scheduled Castes and Scheduled Tribes and their social, educational and economic development.</li> <li data-bbox="170 1998 1197 2056">(b) Protection of the Scheduled Castes and Scheduled Tribes from social injustice and all forms of exploitation including untouchability.</li> </ol>

- (c) Protection of the Scheduled Castes and Scheduled Tribes from commission of offences including atrocities against them.
- (d) Public order in so far as it relates to the Scheduled Castes and Scheduled Tribes.
- (e) Reservations for the Scheduled Castes and Scheduled Tribes in making appointments to services and posts in connection with the affairs of a State.

The Commission are deeply concerned to note that economic development programmes for the Scheduled Castes and the Scheduled Tribes did not receive adequate priority during the various plan periods. It is essential that during the Vth Five Year Plan a radical approach, matched with adequate funds should be evolved so that the Scheduled Castes and Scheduled Tribes come to have a sound economic base which alone would enable them to cross the poverty line.

The occupations in which the Scheduled Castes/Scheduled Tribes are engaged have very limited economic returns as majority of them are engaged as agricultural labourers and their earnings are constantly fluctuating because of dependence on seasonality of work and various factors. It is, therefore, desirable that special attention must be given in all the programmes specially directed towards removal of poverty by earmarking a significant proportion of the outlay exclusively for Scheduled Castes/Scheduled Tribes which should not merely be proportionate to the population of Scheduled Castes and Scheduled Tribes in the target group but in view of their extreme backwardness it should have an added weightage so as to make up for the backlog.

The flow of benefits to the Scheduled Castes and Scheduled Tribes may be specifically earmarked in the Integrated Rural Development projects and at least 50% of the beneficiaries should be from the Scheduled Castes/Scheduled Tribes.

Due care should be taken in selection of site for construction of hostels. The hostels should not be far away from the educational institutions and be in healthy surroundings. In addition to these, the girls hostels should be located in central places of residential area and near the schools for ensuring safety of the inmates.

The scheme of construction of hostels for SC/ST girls is implemented by the Government of India as a Centrally Sponsored Programme, but there is no such Central Sector scheme for construction of boys' hostels. With a view to meeting the shortage of hostel-facilities for SC/ST boys the Ministry of Home Affairs, Government of India, propose to implement a new scheme for construction of hostels for SC/ST boys. It is hoped that the scheme for construction of boys' hostels for Scheduled Castes and Scheduled Tribes proposed to be taken up by the Ministry of Home Affairs would be cleared and implemented during the Sixth Five Year Plan period to meet the shortage of hostel accommodation for the Scheduled Caste and Scheduled Tribe boys.

The rate of stipend in primary and middle classes may be suitably enhanced keeping in view the increasing cost of things and an uniform scale adopted throughout the country.

To help the Scheduled Caste/Scheduled Tribe students staying in hostels ad-hoc grants of their post-matric scholarships equal to about 2-3 months' maintenance charges are sanctioned by some of the State Governments/Union Territory Administrations pending final sanction of their post-matric scholarships dues. It is desirable that all the States/Union Territory Administrations should sanction ad-hoc grants for both the day scholars and hostellers and take quick steps for early sanction of the regular scholarship amount.

Since the Scheduled Caste/Scheduled Tribes are poor and cannot afford to meet the educational expenses of their children at post-matric classes, it is desirable that the restriction limiting the scholarship to only two children may be removed.

The Commission urge that the segregation on the basis of sex in giving educational benefits may be stopped and restriction enforced on the third and subsequent Scheduled Caste/Scheduled Tribe boys for award of post-matric scholarships may also be removed for the around educational advancement of the Scheduled Caste/Scheduled Tribe.

This Commission recommend that in view of the extreme backwardness of the tribal population the percentage of allocations in the Tribal Sub-Plan of the States should be more than proportionate to the percentage of tribal population in the States so as to make up for the backlog in the tribal development. This should be in addition to the Special Central Assistance.

(a) The Ministry of Home Affairs/Planning Commission should take early steps to cover the left out pockets of tribal concentration outside the Sub-Plan Area in Himachal Pradesh by Modified Area Development Approach as is already being done in respect of other States having similar pockets of Tribal concentration.

(b) This Commission also recommend that 24.21% the dispersed tribal population left out of the Sub-Plan programme, should be benefited during the Sixth Plan period by the formulation of family based approach Plan on the lines of the Special Component Plan for Schedule Castes.

Two methods have been adopted by the State Governments for reflection of the quantified funds in the budgets of the State. In one each sub-head of minor head in the budget of a sectoral administrative department is split into two parts one reflecting the share of the financial provision for the Tribal Sub-Plan area and the other indicating the rest of the provision. This pattern is followed in some of the States like Bihar, Tripura etc. According to the second method, all quantified funds are shown under one single Demand head controlled by the Tribal Development Department of the State. This is followed in the States like Maharashtra, Gujarat, Himachal Pradesh, Madhya Pradesh and Rajasthan. With a view to studying the comparative advantages of the two systems it is recommended that a study may be made at the level of Government of India to assess as to which of the two systems is better so that a uniform system is evolved.

- 346 With a view to allowing the tribal areas the benefit of institutional finance through commercial banks, the Commission recommend that the Government of India may hold a meeting of the Reserve Bank of India, other participating Banks and the State Governments/Union Territory Administrations concerned to give an operational shape to the decision for advancing loans to the tribals at differential rate of interest.
- 347 The Commission are in agreement with the Working Group on Tribal Development during Sixth Plan when it suggested that funds from non-Plan side for Tribal areas should also be earmarked during every annual Plan commencing from Sixth Plan period. The State Governments should implement this recommendation immediately.
- 365 All concerned Central Ministries should prepare Special Component Plan for Scheduled Castes as most of them have so far not completed this exercise. While doing so the Ministries should go beyond mechanical allocations to the Special Component Plan and taking note of the needs of the Scheduled Castes, design appropriate new Centrally Sponsored Schemes and reorient existing central schemes. The most important from the view point of the development needs of Scheduled Castes are Ministries/Departments of Agriculture, Rural Reconstruction, Industrial Development, Labour, Education, Health, Housing and Banking.
- 368(i) For the effective implementation of the Special Component Plan in the States/UTs the Commission recommend the following administrative machinery:
- (i) There should be wholetime high level officer supported by adequate staff separately in the Ministry of Home Affairs as well as in the Planning Commission for the coordination, monitoring and evaluation of the work relating to Special Component Plan. In addition each Administrative Ministry concerned should also have a Cell under Senior Officer for monitoring and evaluation.
- 183 The Department of Personnel and Administrative Reforms could supply information with regard to representation of Scheduled Castes and Scheduled Tribes in services in respect of 53 out of 56 Ministries/Departments of the Government of India after repeated reminders and personal contacts. The information pertaining to the Ministry of Railways and Irrigation and the Directorate General of Posts and Telegraphs which could not be supplied by the Department of Personnel and Administrative Reforms was collected by the officers of this Commission by personal contact. In order to avoid delay in future we recommend that the Ministries/Departments/Offices should furnish the position of actual representation of Scheduled Castes and Scheduled Tribes at the end of each calendar year to this commission direct by the 30th June of the year that follows.
- 14 So far as this Commission are aware, in response to the suggestion made by the Government of India, State Governments of Andhra Pradesh, Himachal Pradesh and West Bengal have already issued instructions for the grant of leave to the Scheduled Castes/Scheduled Tribes employees so as to enable them getting coaching in the Pre-examination Training Centres. Action taken by the other State Governments in this regard is not known. This Commission feel that the matter may be pursued with the State Governments in this regard is not known. This Commission feel that the matter may be pursued with the State Governments who have not yet taken action on this matter with the request to consider this issue urgently and issue instructions/directions to various Government Departments/Public Undertakings under their control for extending the facility of leave to the Scheduled Caste and Scheduled Tribe employees working in such departments/undertakings to enable them to get coaching in the Pre-examination Training Centres to improve their service prospects.
- 3 There should be a Co-ordinating body at the national and the State levels under the Chairmanship of the Prime Minister and the Chief Ministers respectively for reviewing the progress of implementation of programme for the welfare of the Scheduled Castes and Scheduled Tribes and for the safeguards provided for them in the Constitution. Amongst others the Commission for Scheduled Castes and Scheduled Tribes should also be associated with these co-ordination bodies alongwith the Ministries concerned at the Central and the State levels. The Planning Commission should also be associated with these bodies at the Central & corresponding planning bodies at the State level.
- 5 The Commission observe that though many State Governments have since prepared Special Component Plans for Scheduled Castes, available information in this Commission reveals that there is no whole time officer (Coordinator on Special Component Plan for Scheduled Castes) in the Union Home Ministry, Planning Commission as well as in the Planning Departments of the State Governments for ensuring flow of sectoral funds to the Special Component Plan. The Commission, therefore, suggest that the Central Government as well as the concerned departments of the State Governments should designate a whole time officer of senior status with supporting staff with a view to ensuring flow of funds from all the departments implementing the family based schemes. In order to ensure that Special Component Plan receives adequate attention at the district level, this Commission further recommend that the State Governments should post whole-time senior officers (Special Component Plan) at the district level on the lines of the ITDPs.
- 14 Considering the importance of the Bench-mark survey in the light of formulation of schemes for the welfare of Scheduled Tribes, the Commission feel that there is urgent need for completing it within shortest possible time and all efforts should be made by the Ministry of Home Affairs and State Governments concerned to remove constraints experienced by the Tribal Research Institutes and other agencies in completion of this assignment. The Commission, also recommend that similar studies may be undertaken in respect of Scheduled Castes so that schemes best suited to their economic development can be formulated for being covered under the Special Component Plan for Scheduled Castes.

# CHAPTER X

## SUMMARY OF SELECTED RECOMMENDATIONS

RECOMMENDATION	Reference(s)	
	Para No(s)	Pag No(s)
2	3	4
<b>Special Report to Prime Minister</b>		
The recommendations contained in the Special Report submitted by this Commission to the Prime Minister in October 1982 may be examined for appropriate action by all concerned.	Annexure to Chapter III	10
(Action : Ministry of Home Affairs State UT Govts. implementing SCP and TSP)		
<b>Rehabilitation of displaced tribals</b>		
The delay in rehabilitation of tribals displaced as a result of execution of projects has led to frustration among them. A high ranking officer, preferably of the rank of Divisional Commissioner, should be appointed for co-ordinating activities connected with rehabilitation work.	2.21	5
(Action : Ministry of Home Affairs concerned States UTs)		
<b>Drinking water supply</b>		
Arrangements for potable water may be ensured in all SC/ST habitations and specially in the bastis inhabited by sweepers/scavengers.	2.35	7
(Action : All State UT Govts. implementing SCP and TSP)		
<b>Realistic quantification of benefits to SCs</b>		
In order to ensure realistic quantification of SCP funds in all divisible sectoral programmes, an agreed list of such schemes/programmes needs to be drawn up.	4.11	30
[Action : Ministry of Home Affairs (in consultation with concerned Central Ministries State Govts. UT Administrations)]		
<b>Realistic expenditure figures</b>		
It is noted that some State Govts. are showing as expenditure the SCA funds transferred by the nodal department to the implementing agencies. Ministry of Home Affairs may suitably advise the State Govts. to discontinue this practice.	4.13	31
(Action : Ministry of Home Affairs States UTs)		
<b>Location of all new community facilities in SC bastis</b>		
The execution of the orders issued by the State Govts. like Madhya Pradesh, Maharashtra, Tamil Nadu, Uttar Pradesh, etc. that all new community facilities proposed to be provided in a village should be located in the Scheduled Caste bastis require proper monitoring.	4.15	32
(Action : All concerned State Govts.)		

### Separate Budget Sub-Heads for SCP/TSP

The State Govts., which have not opened separate Budget Sub-Heads for the SCP/TSP, may do so without further delay.

(Action : *All concerned State Govts.*)

### Bench Mark Surveys

Bench mark surveys of SC/ST families should be carried out wherever not already done to identify the target people and prepare meaningful and acceptable programmes for them.

(Action : *All concerned State Govts.*)

### Monitoring/Review/Evaluation

The existing arrangements for monitoring/review/evaluation in respect of the following programmes need to be examined and strengthened wherever necessary :

#### *Schemes*

#### *Action by*

#### **SCP/TSP schemes**

All States/UTs.

Loan schemes being implemented by SC/ST Development Corporations.

Ministry of Home Affairs and concerned State/UT Govts.

Rehabilitation of SC/ST persons displaced on account of the setting up of big/heavy industrial projects.

Ministries of Home Affairs, Industries, Irrigation, Power, Environment, Agriculture and Rural Development and concerned State Govts./UT Administrations.

House sites allotment and house construction programme.

Ministries of Works & Housing/Home Affairs/State/UTs concerned and Housing & Urban Development Corporation.

#### **Land Reforms measures**

Ministries of Agriculture & Rural Development/Home Affairs and States/UTs concerned.

Reservation of seats to professional courses.

Ministries of Education/Home Affairs/UGC and concerned State Govts.

(Action : *Ministries of Education/Home Affairs and the State Govt./UT Administrations*)

Reserve Bank's instructions regarding loans to weaker sections

Periodic checks should be carried out by the Senior Officers of the nationalised banks to ensure strict compliance of the directives of the Reserve Bank of India with regard to lending to weaker sections including SC/ST.

(Action : *Reserve Bank of India*)

### Conformity of Schemes to Banking Norms

The Scheduled Caste Development Corporations should so formulate their schemes for Scheduled Castes as to eliminate the possibility of rejection at the level of the bank.

(Action : *Ministry of Home Affairs and Reserve Bank of India*)

### Enhancement of Tribal Sub-Plan outlays

The tribal areas being under-developed and having received very little benefit from the earlier plans, deserve enhanced outlays under Tribal Sub-Plan. 4.37  
(Action : *Ministry of Home Affairs*)

### MADA Projects for tribals

The present criterion (10,000 population having atleast 50% tribals) for location of MADA projects needs to be relaxed to cover pockets with 5000 population with more than 50% scheduled tribes. 4.40  
(Action : *Ministry of Home Affairs*)

### Pooling of quantified funds of all tribal welfare schemes

It is desirable that the quantified funds of development departments are pooled to enable the ITDP to prepare an integrated plan on the basis of the felt needs of the tribal families. 4.44  
(Action : *All concerned State/UT Govts.*)

### Vesting of Administrative Power with Project Officers

The Project Officers should have authority to write confidential reports of technical personnel implementing the TSP programmes. 4.48  
(Action : *Ministry of Home Affairs*)

### Consumption loans to tribals

The Rajasthan Tribal Area Development Co-operative Federation Limited may raise the present limit of consumption loan i.e. Rs. 250 per beneficiary and also reduce the present rate of interest from 10½% to 4%. Such Corporations/Federations in other States may also give adequate consumption loans to tribals at differential rates of interest during lean periods. 4.53(iv)  
4.54  
(Action : *Concerned State Govts.*)

### Backward Classes Sector Funds for SCs & STs

With the increased emphasis on the welfare of 'Other Backward Classes' in certain States, the share of SCs/STs in the Backward Classes sector funds is gradually diminishing. It is necessary that the funds provided under the said sector cater exclusively to the needs of SCs/STs, and the funds for the welfare of 'Other Backward Classes' are provided separately. 4.59  
(Action : *Ministry of Home Affairs/State Govts.*)

### Removal of disparity in subsidy rates as between SCs and STs under IRDP

The Scheduled Caste beneficiaries may be treated at par with the Scheduled Tribe beneficiaries under IRD Programme in so far as the rates of subsidy are concerned. 4.63  
(Action : *Ministry of Rural Development*)

### Review of quantum of IRDP assistance

The quantum of assistance to IRDP beneficiary families may be reviewed periodically keeping in view the escalation in prices of inputs etc. 4.66  
(Action : *Ministry of Rural Development*)

### Co-ordination between SCDC and DRDA

Regional/district level officers of the Scheduled Castes Development Corporations may be associated with the Governing Bodies of the District Rural Development Agencies. 4.71  
(Action : *Ministry of Rural Development*)

### Separate TRYSEM progress reports for SCs and STs

The number of SCs and STs trained under TRYSEM (Training of Rural Youth for Self Employment) needs to be indicated separately in the progress reports furnished by the States/UTs. 4.72  
(Action : *Ministry of Rural Development/States/UTs*)

### Upward revision of income limit (fixed for eligibility) for DRI loans

The income criterion for grant of loans under DRI may be so revised as to cover all SC/ST families below the poverty line in the rural areas.

(Action : *Ministry of Finance (Banking Division)*)

### Establishment of Land Reforms Commissions

The Govt. of Assam have set up a Land Reforms Commission with a view to investigate into the problems of implementation of land reforms laws. Other States/UTs may set up similar Commissions as proper implementation of land reforms laws has a direct bearing on the well being of the vast majority of SCs and STs.

(Action : *All States/UT Govts. other than Assam*)

### Financial Assistance to the Government Waste Land Allottees

The Centrally Sponsored Scheme of financial assistance to the assignees of ceiling surplus land may be made applicable to the Govt. waste land allottees as well.

(Action : *Ministry of Home Affairs/Ministry of Rural Development/All concerned State Govts./UT Administrations*)

### Rates of subsidies under Fisheries Development Programmes for SCs/STs

It is noted that in certain States the rate at which subsidy is provided by the Fish Farmer Development Agency to the SCs is lower than that applicable to STs. This disparity needs to be removed.

(Action : *All concerned State Govts./UT Administrations*)

### Preparation of Ten-Year Working Plan for the development of SC/ST Fishermen

The Ministry of Home Affairs may arrange to conduct in consultation with the Commissioner, Fisheries, Government of India, socio-economic surveys of the SCs and STs Fishermen in selected States such as Assam, Kerala and West Bengal with a view to preparing a 10-Year Working Plan for their development.

(Action : *Ministry of Home Affairs and Ministry of Agriculture*)

### Role of Polytechnics/ITIs in and around tribal areas.

The Polytechnics/ITIs in and around tribal areas should impart such skills to SCs/STs as would enable them to get absorbed in the industries coming up in the area. Proper co-ordination between the managements of Polytechnics/ITIs and industrial projects needs to be brought about to achieve the objective.

(Action : *Ministry of Home Affairs/Ministry of Labour and the States/UTs concerned*)

### Setting up of raw material(s) processing centres in tribal areas

The raw materials available in the tribal/backward areas should, as far as feasible, be processed in those areas. The possibility in this regard may be explored.

(Action : *Ministry of Home Affairs*)

### Entrepreneurial Training to SCs and STs

The capacity of entrepreneurial training centres may be enlarged to provide added coverage to SC/ST persons.

(Action : *All concerned State Govts./UT Administrations*)



### Safeguards to SC/ST Weavers' Co-operatives

In built safeguards may be provided for the SC/ST weavers brought within the co-operative fold to enable them to have access to easy credit, raw-materials, improved design and marketing facilities, so that they do not suffer from unequal competition from the large scale manufacturers. 4.138

(Action : Ministry of Industry and the concerned State Govts./UT Administrations)

### Development of handicraft industry

The feasibility of establishing Corporations at the Central level exclusively for carpet weavers and cane/bamboo workers may be examined. The States having large population of tribal groups like Bhils, Gonds, Madias, Mundas, Murias, Oraons, Santhals, etc. with rich traditions of handicrafts may also prepare feasibility reports for setting up separate corporations for tribal handicrafts. 4.146

(Action : Ministry of Industry and all concerned State Govts./UT Administrations)

### Socio-economic technical survey of SC/ST Plantation Workers

A socio-economic technical survey of SC/ST persons engaged in cardamom and tobacco plantations may be undertaken with a view to finding ways and means of improving their skills and entrepreneurial ability. 4.151(iv)

(Action : All concerned State Govts.)

### Allotment of large size house-sites for SCs and STs

Some States are allotting to the rural landless labourers, house-sites smaller than 100 sq. yards—the size suggested in the Central Guidelines. This places the allottees—particularly SC/ST beneficiaries carrying on traditional occupations like leather works, weaving, basket making etc. or taking up new income-generating activities under IRDP/TSP/SCP etc.—in a disadvantageous position. State Govts., may therefore, conform to the guidelines to the extent possible. 4.158(i)

(Action : Ministry of Works & Housing and the concerned State Govts./UT Administrations)

### Coverage of SC/ST beneficiaries of the rural housing programmes under income-generating schemes

The SC/ST beneficiaries under the rural housing programme should invariably be provided financial assistance for taking up income generating activities so that they can repay the housing loan instalments without any difficulty. 4.158(i)

(Action : Ministry of Works & Housing and all concerned State Govts./UT Administrations)

### Slum Improvement

The Government of Punjab have laid down that 25% of the budget of the municipal corporations/committees be earmarked for environmental improvement of slums. This is commended to other States/UTs for appropriate action. 4.161

(Action : All State Govts./UT Administrations)

### Financial assistance to SC/ST awardees of retail outlet dealership in petroleum products

The Scheduled Caste/Scheduled Tribe financial Development Corporations in the various States should provide adequate financial assistance to the SC/ST awardees of retail outlet dealerships in petroleum products to ensure that the reserved quota is fully utilised. 4.168

(Action : Ministry of Home Affairs (SC & BCD) and all concerned State Govts./UT Administrations)

### Financial Assistance/Quota Reservation to help SC/ST applicants for securing fertilizer dealerships

The Ministry of Chemicals & Fertilizers may earmark funds in their annual budget for providing financial assistance to Scheduled Caste and Scheduled Tribe persons, who have been given dealerships by various public sector fertilizer companies. This may be in addition to the concessions already available to the said dealers. The Ministry may also advise the fertilizer companies in the joint sector/co-operative sector/private sector to reserve 25% dealerships for SCs/STs.

(Action : Ministry of Chemicals & Fertilizers)

### Financial assistance for purchase of public transport vehicles

The policy of reservation for grant of stage carriage permits to the eligible SCs and STs will make an impact only if the permit holders are granted financial assistance for purchase of public transport carriers. It is also necessary to ensure that permits issued against reserved quota do not involve *benami* transactions.

(Action : Ministry of Shipping & Transport and the concerned State/UT Govts.)

### Reintroduction of merit scholarships at Post-matric level

Ministry of Home Affairs may re-introduce the scheme for award of merit scholarships to SC/ST candidates at post-matric stage.

(Action : Ministry of Home Affairs)

### Hostel facilities for SC/ST girl students

State Govts. may provide a chain of hostels for SC/ST girl students so as to promote universalisation of elementary education amongst them.

(Action : All State Govts./UT Administrations)

### Reservation of seats for SC/ST in Post Graduate Medical Courses

Reservation to the extent of 20% of available seats in post graduate courses in Medical colleges may be made for SC/ST students.

(Action : Ministry of Education)

### Revision of income ceiling limits for award of Pre-matric scholarships

Income ceiling (of parents/guardians) prescribed for award of pre-matric scholarships/stipends to SC/ST students may be suitably raised in view of the inflationary trends.

(Action : Ministry of Home Affairs and all States/UTs)

### Measures for effective implementation of PCR Act

It is noted that the measures recommended by the Commission in the earlier reports in the matter of providing relief to SC persons involved in PCR cases and SC/ST victims of atrocities, have not yet been fully implemented by States/UTs. The following recommendations are reiterated :

- (i) During their visit to the police stations, all senior officers of the police and the magistracy should carefully examine the disposal of PCR Act cases to satisfy themselves about the quality and speed of investigation. The investigation of some of these cases may also be supervised by the senior police officers.
- (ii) The States in which the number of pending cases is high may set up special courts in adequate number.
- (iii) Free legal aid, without procedural complications, may be ensured to all the victims. Besides, compensation for the loss of all the days of earning of the victim and his witnesses should be provided.

- (iv) The Ministry of Home Affairs may evaluate the working of the police squads, police stations and police cells set up in some of the States so that they could be made more effective in the problem-areas. States not having such units may be advised to set them up on the model of those which have been found to be useful.

[Action : Ministry of Home Affairs (SC & BCD Division) and State Govts./UT Administrations]

#### Collection of timely intelligence for prevention of atrocities

Atrocities are rarely the result of sudden eruptions. Many atrocities could have been prevented if timely intelligence was available, a correct assessment of the situation made, and adequate preventive action taken in time. Special branches of all the States may be given the charge of the collection of intelligence. It is equally necessary that a central agency is simultaneously entrusted with the collection of similar intelligence so that the Centre may adequately advise the State Governments to take timely precaution. 6.19 112

(Action : State Govts./UT Administrations and Ministry of Home Affairs)

#### Review of reservation percentages in Services in the light of 1981 Census figures

The existing percentage of reservation for SC/ST in services may be raised keeping in view the increase in their percentages in the population according to 1981 Census. 7.6 130

Action : Government of India/All States/UT Governments)

#### Liberalisation of procedure for recruitment to Groups 'C' & 'D' posts

The existing procedure of inviting list of eligible Scheduled Caste/Scheduled Tribe candidates from the Employment Exchanges for Groups 'C' & 'D' posts may be liberalised by allowing the Public Sector Undertakings to notify such vacancies in the newspapers making it obligatory for the applicants to be on the live register of the Employment Exchanges. The Bureau of Public Enterprises may take expeditious steps in this regard. 7.44(i) 137

Action : Bureau of Public Enterprises, Ministry of Finance)

#### Association of Commission's field officers in Tribal Sub-Plan/Annual Plan meetings

Ministry of Home Affairs (Tribal Development Division) may increasingly utilise the experience of this Commission's field officers by associating them in meetings held for formulation of Tribal Sub-Plan, Annual Plans, etc. 8.6 175

Action : Ministry of Home Affairs, (TD Division)]

#### Association of Commission's field officers in the State Govts. SCP/TSP review meetings

It would be appropriate if the Governments of Punjab, Rajasthan, Sikkim, Tripura and West Bengal associate the concerned field officers of this Commission in the meetings held in the States/UTs under the Chief Secretaries to review the working of Special Component Plan and/or Tribal Sub-Plan from time to time. 8.8 175

(Action : Govts. of Punjab, Rajasthan, Sikkim, Tripura and West Bengal)

#### Follow-up Action on the Recommendations of the Commission's First and Second Annual Reports

The Action Taken Statements in respect of the recommendations contained in the First and Second Annual Reports of the Commission are awaited from the Ministry of Home Affairs. The same may be furnished to the Commission early. 9.5 186

(Action : Ministry of Home Affairs)

